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ABSTRACT

Volume 5 of the 19-volume Highway Safety Program Manual (which provides guidance to State and local governments on preferred highway safety practices) focuses on driver licensing. The purpose and specific objectives of the driver licensing program are outlined. Federal authority in the area of driver licensing and general policies of a licensing program are explained. Program development and operations (applications, examinations, issuing licenses, a driver information system and improvement program, instruction manuals, personnel, working relationships, and facilities and equipment) are outlined. Program evaluation methods are presented. Four types of reports (operational, management information, program evaluation, and National Highway Safety Bureau) are described. Appendixes present the Highway Safety Program Standard 4.4.5, Driver Licensing; a glossary of definitions; references; a list of representative projects; a list of resource organizations; motorcycle operator licensing requirements; guidelines for driver license application forms, periodic driver reexamination programs, and driver license records; considerations for improving enforcement of driver license denials; a list of training curriculum materials; considerations regarding the blind; and a driver licensing program report. (NH)

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Highway Safety Program Manual

NO. 5

Driver Licensing

OCTOBER 1974

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U.S. DEPARTMENT
OF TRANSPORTATION

NATIONAL HIGHWAY TRAFFIC
SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 5

DRIVER LICENSING

This manual is designed as a guide for States and their political subdivisions to use in developing highway safety program policies and procedures. It does not supersede the requirements of Highway Safety Program Standard No. 5.

FOREWORD

As part of the Highway Safety Program Manual, this volume is designed to provide guidance to State and Local governments on preferred highway safety practices. Volumes comprising the Manual are:

0. Planning and Administration
1. Periodic Motor Vehicle Inspection
2. Motor Vehicle Registration
3. Motorcycle Safety
4. Driver Education
5. Driver Licensing
6. Codes and Laws
7. Traffic Courts
8. Alcohol in Relation to Highway Safety
9. Identification and Surveillance of Accident Locations
10. Traffic Records
11. Emergency Medical Services
12. Highway Design, Construction, and Maintenance
13. Traffic Engineering Services
14. Pedestrian Safety
15. Police Traffic Services
16. Debris Hazard Control and Cleanup
17. Pupil Transportation Safety
18. Accident Investigation and Reporting

The volumes of the Manual supplement the Highway Safety Program Standards and present additional information to assist State and local agencies in implementing their highway safety programs.

The content of the volumes is based on the best knowledge currently available. As research and operating experience provide new insights and information, the Manual will be updated.

The volumes of the Highway Safety Program Manual deal with preferred highway safety practice and in no way commit the Department of Transportation to funding any particular program or project.

Many expert organizations and individuals at all levels of government and in the private sector contributed heavily in the preparation of the volumes of the Manual. The Department appreciates greatly this help in furthering the national program for improving highway safety for all Americans.

U.S. DEPARTMENT OF TRANSPORTATION

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

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I. INTRODUCTION

A. The behavior of the individual motorist in a continuously changing driving environment is a key element in the complex problem of reducing highway crashes and fatalities. It is also clear that:

1. The States are responsible to grant driving privileges only to persons who demonstrate their ability and willingness to drive safely and in observance of the States' traffic codes and laws.

2. This responsibility is best executed by the States through a thoroughly planned program of driver licensing.

B. The value of the Driver Licensing Program to highway safety has been articulated in two Congressional reports.

The House of Representatives report states:

> ". . . strict uniform licensing and renewal procedures must be developed and adopted, covering minimum age limits, mandatory physical and eyesight examinations, competent skills tests, and written or oral examinations on traffic laws, varieties of traffic conditions, and emergency situations that arise in the operation of an automobile."*

*H. Rept. 1700, 89th Congress, 2d Session, p. 9.

The Senate report states:

> ". . . The value of uniformity is clear in such matters as periodic reexamination of drivers."*

II. PURPOSE

The intent of the Driver Licensing Program is to aid the State in extending the influence of its driver licensing program in improving highway safety and traffic flow by:

A. Identifying and describing the essential components of such programs.

B. Outlining methods for program implementation and evaluation.

III. SPECIFIC OBJECTIVES

The program is aimed particularly at fostering more effective and uniform procedures for:

A. Examining applicants for driver license issue, renewal, and restoration.

B. Granting, renewing, restricting, and withdrawing driving privileges.

C. Monitoring, evaluating, and improving driver performance.

D. Collecting, analyzing, and distributing information relative to driver experience.**

E. Selecting and training personnel qualified to accomplish these objectives.

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*S. Rept. 1302, 89th Congress, 2d Session, p. 5.

**See Volume 10, Traffic Records, Chapter IV.

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The authority for the Driver Licensing Standard has been established by Chapter 4 of Title 23, U.S.C. (hereinafter referred to as the Highway Safety Act of 1966), which directs the Secretary of Transportation to issue Standards for State and community highway safety programs and to assist in the implementation of these Standards. Section 402(a) of Title 23 states, in part, that each State should establish programs:

> ". . . to improve driver performance . . . driver testing to determine proficiency to operate motor vehicles, driver examinations (both physical and mental) and driver licensing . . ."

Standard 5, Driver Licensing, is presented in Appendix A of this volume.

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II. Policy

I. INTRODUCTION

The safety of the public in the use of its streets and highways must be protected. The policy of the Department of Transportation is to assist the State actively in executing its responsibility to assure this protection.

II. POLICY

A. A major component in this joint effort toward improved highway safety is the Driver Licensing Program chartered by Highway Safety Program Standard 5, the essence of which guides the States toward four fundamental goals:

1. To grant driving privileges only to persons who are qualified to drive.

2. To identify promptly those who do not drive safely.

3. To influence and help individuals to become safe drivers.

4. To deny driving privileges to those who cannot or will not drive safely.

B. The State should be responsible for:

1. Establishing one agency with direct responsibility for a driver licensing system, including driver improvement and related functions.

2. Approving the organization and policy of the driver licensing agency and the general rules governing its administration and operation.

3. Reviewing on a regular basis the laws relating to the licensing of drivers to assure the compatibility with and/or conformance to Chapter 6, "Drivers' Licenses," of the Uniform Vehicle Code (1962 as revised in 1968).*

4. Enacting or complying with the provisions of the Driver License Compact (1962).**

C. Federal funds will not be used to provide a photo of the holder on the driver license card or certificate.

*National Committee on Uniform Laws and Traffic Ordinances.

**The Council of State Governments.

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III. Driver License Examinations
IV. Driver License Issue
V. Driver Information System
VI. Driver Improvement Program
VII. Driver Instruction Manuals
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IX. Facilities and Equipment
X. Working Relationships

I. INTRODUCTION

A. The State driver licensing agency should be responsible for developing and implementing a program which contains at least the elements described by the guidelines in the succeeding paragraphs.

B. Guidelines for incorporating program elements into an effective, manageable plan are provided in this chapter as well as in Chapters V and VI.

II. DRIVER LICENSE APPLICATIONS

A. Definition and purpose.

A driver license application should be a standard form on which all information required for processing an individual's request for driving privileges can be recorded. It should provide a basis for:

1. Recording examination results.

2. Issuing a driver license.

3. Transmitting applicant data to the driver information system.

B. Information supplied by the applicant.

The application form should permit the applicant to supply at least the following information:

1. Identification.

   a. Full name and signature.

   b. Social Security number.

   c. Date and place of birth.

   d. Sex.

   e. Height.

   f. Residence address.

2. Medical history.

   a. Physical deficiencies.

   b. Mental or nervous impediments.

3. Driving history (original application only).

   a. Accident involvements.

   b. Traffic law convictions.

   c. Prior license restrictions.

   d. Driver improvement actions.

e. Other driver licenses held currently by type (e.g., motorcycle) and jurisdiction of issuance.*

4. Driver education history.

a. School attended and location.

b. Year of completion.

C. Information supplied by the agency.

The application form should permit the State driver licensing agency to record information such as:

1. The basic test scores for each test phase should be recorded on the application along with the key data used to make the license issue/denial decision.

2. Action taken, and by whom, for:

a. Approval for license issue.

b. Disapproval, including reason(s).

3. All driving limitations should appear on the application with an indication of why they were imposed. Limitations include:

a. Type and class of vehicles to be operated.

b. Use, time, and geographic area restrictions.

c. Special equipment or driving aid requirements.

d. Special certifications.

e. Expiration date of license.

f. It is not absolutely necessary that information on the limitations of driving appear on the initial driver

*Licenses of other States which are held currently should be surrendered to the driver licensing agency for return to the State of issue.

license application, but it is often desirable for the following reasons:

(1) It is efficient to have together all information on a driver.

(2) The licensing procedure varies for the different type or class of license, hence, it is necessary to know the type or class of license being applied for so that the proper procedures can be followed.

(3) The application may be used as the input document for an automated file. Since the limitation information should be in the automated file, it may be desirable to record all driving limitations on the application.

(4) The limiting information should appear on the driver license. If the driver license is made by photographing a portion of the application, then it is necessary for this information to be on the application.

(5) This practice provides convenient and efficient means for transmitting a complete driver history to other States.

4. Space should be provided on the application for use by the minor's sponsor. The following minimum information should be recorded:

a. Adult sponsor's name.

b. Relation of sponsor to applicant.

c. Sponsor's statement.

The sponsor should be required to sign a statement which provides:

a. That information about the minor is true.

b. Certification that sponsor is the father, mother, or guardian of the minor or has legal custody of the minor.

c. That sponsor consents to the issuance of the license being applied for.

d. In States where sponsors must also assume joint of several liability, the statement to this effect should be included in the sponsor's statement.

e. Sponsors should be permitted to withdraw their sponsorship when they so desire. Therefore, a statement of withdrawal privileges should be included as a right in the sponsor's statement.

5. Administration Information

The application should be self-contained and serve as a record of basic information. The following key administrative information should be included:

a. Mailing address (particularly if different from resident address).

b. Identification of examiners giving each test phase.

c. Identification of what test series were taken by the applicant in each test phase.

D. Verification of data supplied by the applicant.

1. The applicant should be required to present proof of his name and date and place of birth. Acceptable proof may include a birth certificate or other document specifically authorized by the State driver licensing agency.

2. The applicant should be required to sign the application form and should be instructed that false information, submitted willfully, may be cause for denial of license.

a. The false information clause should contain a statement which the applicant must sign certifying that the information supplied is true and correct. This clause must be supported by proper legal sanctions and should contain a statement:

(1) indicating the penalty for false statements, and

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(2) certifying that the signature is that of the applicant described.

b. Statements concerning the penalty for providing false information are included for informational purposes and need not be placed in the same paragraph as the statement certifying the correctness of the information. A penalty statement should be located on the application so that the applicant will read it before he starts completing the application.

E. Form design. (see Appendix G)

The driver license application form should be designed to:

1. Avoid ambiguity.

2. Permit rapid fill-in.

3. Permit efficient entry of data into the driver information system.

III. DRIVER LICENSE EXAMINATIONS

A. General description.

1. Examinations are tests of:

a. An individual's ability to operate safely the vehicle or vehicles for which he has applied for driving privileges.

b. His understanding of regulations governing the operation of such vehicles.

2. The examination procedure should be structured specifically to observe and measure an applicant's qualifications in three major areas:

a. Relevant physical and mental characteristics.

b. Understanding of driving regulations.

c. Road performance.*

3. The State driver licensing agency should administer all examinations through specially selected and trained examiners.

B. Frequency.

1. Examinations should always be administered on the following occasions:

a. At the time an individual applies for his first license within the State, including those whose licenses have been revoked.

b. At least every four years, prior to license renewal. (See Appendix H, Periodic Driver Reexamination Program.)

c. When initiated by driver improvement actions.

2. Examinations may also be administered to persons applying for restoration of driving privileges after a period of suspension. The need for the examination will depend upon factors such as the length of the period of suspension and the reasons for suspension, and it should be administered at the discretion of the agency.

C. Tests of physical and mental characteristics.

1. Examination screening standards should be recommended by a Medical Advisory Board for use by specially trained driver license examiners and should specify minimum physical and mental qualifications needed for safe motor vehicle operation.

2. This part of the examination should be directed at the identification of relevant physical or mental deficiencies which could restrict an applicant's ability to drive safely.

*See para. 3E(5) of this chapter for instances where road performance tests may be waived.

3. All questions of a strictly medical nature, such as those involving the determination of diagnoses of disease, or the likelihood that any given disease will pose a safety problem, should be referred to the Medical Advisory Board for decision.

4. Visual ability screening standards are particularly important, and should include tests for:

   a. Static or dynamic visual acuity.*

   b. Field of vision.

5. Applicants who fail to meet the screening standards may be referred, following criteria established by the Medical Advisory Board, to appropriate medical authorities for further examinations and assistance.

D. Tests of understanding of highway safety, including driving regulations.

1. A written examination - based on information contained in the State driver instruction manual - should be administered to test the applicant's understanding of regulations prescribed by the State and the driver licensing agency. Renewal examinations should include emphasis on changes in driving regulations made since the date of last examination. Oral examinations should be used only in exceptional cases involving, for example, language or literacy problems.

2. The examination, which should measure the breadth and depth of understanding of highway safety, including the tolls of crashes and casualties in the State, should include, but not be limited to, questions relating to:

   a. Traffic laws.

   b. Road signs and signals.

*When corrective glasses are required for driving (and when the driver wears any type of glasses) it is recommended that they be safety lenses.

c. Driver signals.

d. Safe driving practices and techniques.

e. Emergency procedures, including skid recovery.

f. Alcohol in relation to highway safety.

g. The vehicle, highway, and community features:

(1) That aid the driver in avoiding crashes.

(2) That protect him and his passengers in crashes.

(3) That maximize the salvage of the injured.

h. Differences in characteristics of urban and rural driving, including safe use of modern expressways.

i. Pedestrian safety, including anticipation, warning, and avoidance of children, intoxicated adults, and the elderly.

j. Cyclist safety, including anticipation, warning, and avoidance of children and adults on bicycles, motor scooters, and motorcycles.

E. Tests of road performance.

1. Road performance tests should be designed and administered to measure the applicant's ability to operate safely each type of vehicle for which he is applying for driving privileges.

a. Through the cooperation of the AAMVA the following vehicle classification plan has been agreed upon as a basic guideline.

(1) Class "C": Any single vehicle (except motorcycles and buses) not in excess of 24,000 pounds GVW, and any such vehicle towing a vehicle not in excess of 10,000 pounds GVW.

(2) Class "B": Any single vehicle, except motorcycles, weighing over 24,000 pounds GVW, and any such vehicle towing a vehicle not in excess of 10,000 pounds GVW, and all vehicles under Class "C."

(3) Class "A": Any vehicle or combination of vehicles, except motorcycles, including all vehicles under Classes "B" and "C."

(4) Class "M": Motorcycles.

b. Sample Legislation

The following is sample language which can be used in the State's vehicle code to authorize the adoption of a classified license system.

> Every driver's license issued by the department shall be classified to indicate the type of vehicles the licensee may drive.
>
> License classifications shall be prescribed by the department and shall take into account the operational characteristics of the vehicles involved, their design, and any factors the department reasonably believes are important for safe driving. These qualifications may include any test authorized to be given to original applicants by section (Refer to that section of the vehicle code dealing with the examining of new applicants, e.g., paragraph 6-110, UVC).

2. The tests should include, but not necessarily be limited to, maneuvers recommended in the American Association of Motor Vehicle Administrators, Testing Drivers - A Manual for Driver License Administrators and Examiners (1967). They should be performed in the type of vehicle the applicant intends to operate.

3. The applicant should be accompanied by a qualified and authorized examiner, who should:

   a. Grade each performance characteristic tested.

b. Record the results on the application form.

4. Any performance graded unsatisfactory should be explained to the applicant.

5. Road performance tests may be omitted from the examination in two cases:

a. Where a currently licensed driver, whose driving record is satisfactory, is applying for a renewal license.

b. Where the applicant possesses a license from another State recognized as having an acceptable licensing program and has proven to be qualified in all other respects.

F. Driver investigation.

Prior to issuing an original license to an applicant, the National Driver Register and other applicable information sources should be consulted to verify the applicant's eligibility for licensing.

G. Examination actions.

One of two possible courses of action should be taken promptly by the agency after review of the results of the driver license examination and investigation:

1. Either the application should be approved and a license issued to the applicant, or

2. The application should be disapproed and noted with:

a. The reasons for disapproval.

b. The required steps to be taken by the applicant prior to his next application.

IV. DRIVER LICENSE ISSUE

A. General description.

1. A driver license is a certificate issued by the State driver licensing agency to an individual permitting him to operate a spectified type or types of motor vehicle for a defined period of time.

2. The purpose of issuing driver licenses is to help assure that driving privileges are granted only to individuals who have demonstrated their ability to drive safely.

3. For the purposes of this volume, all types of driver licenses are grouped into four categories:

   a. Instruction permits.

   b. Original licenses.

   c. Renewal licenses.

   d. Restricted licenses.

B. Instruction permits.

1. Instruction permits are documents authorizing individuals to drive in a specified, restricted environment while attending driver education courses or otherwise learning to operate a specific type of vehicle.

2. Instruction permits should be valid for only a specified and limited period of time adequate to develop driving proficiency and should be issued only to persons who have qualified in all examination phases except the road performance test.

3. Persons authorized to drive by an instruction permit should be permitted to do so only while under the supervision of an instructor who is licensed to drive the vehicle the student is learning to operate.

C. Original licenses.

1. Original licenses are awarded to persons who:

   a. Have never before been issued a driver license by the State.

b. Have permitted previously-issued licenses to expire after a specified grace period.

c. Are changing their State of issue.

d. Have had their driving privileges revoked and have subsequently passed all phases of driver license application and examination.

2. Original licenses should be issued for a period not to exceed four years.

D. Renewal licenses.

1. Renewal licenses are certificates similar or identical in format to original licenses and are used to extend the period of driving privileges to currently licensed drivers of good record who have passed a renewal examination containing at least the tests for visual ability and knowledge of rules and regulations.

2. Renewal licenses should be issued promptly to the applicant after he has passed the renewal examination and a check of his driving records indicates that his driving privileges may be renewed.

3. Persons unable to return to their licensing State for personal renewal application and examination should be provided with a procedure which would allow license renewal upon satisfactory completion of all other requirements.

4. The renewal period should not exceed four years.

E. Restricted licenses.

1. Restricted licenses (for instruction, original issue, or renewal) are issued to drivers who have physical handicaps relevant to driving, require special equipment on their vehicles or person, or are otherwise unqualified to drive under certain conditions, providing they have met all other requirements.

2. The certificate format may be identical to the other licenses, but the conditions of restriction should be clearly indicated.

F. License certificate contents.

1. For enforcement purposes it is necessary for the driver license to:

   a. Accurately identify the driver.

   b. Indicate the class of vehicles which may be operated.

   c. Clearly indicate the scope and extent of driving privileges granted and any special limitations.

   d. Show address of the licensee.

   e. Exhibit the licensee's signature.

      (1) Date of birth.

      (2) Sex.

      (3) Height.

      (4) Types of vehicles authorized.

      (5) Operating restrictions.

G. License certificate design.

The certificate should be:

1. Organized to permit efficient transcription of data from the application form and for efficient transmission of data to the driver information system.

2. Legible and designed to be fraud proof.

H. Issuance Guidelines

When evaluating whether or not to issue a license the following guidelines should be followed:

1. Out-of-State suspensions and revocations in effect at the time of application should be honored and no license should be issued until the applicant has been cleared by the State which initiated the action.

2. Past out-of-State suspensions and revocations should be considered by a State in the same manner as they would if there were State actions.

3. All licenses held by an applicant should be collected at the time the new State license is issued and sent to the State of original issuance for cancellation.

4. At the time of issuance some method of confirmation should be applied to assure that the person receiving the license is the same person who passed all the screening criteria.

5. A license should not be issued until a complete record check has been done on the applicant.

I. Identifiers

The process of identification becomes important at many times throughout the license issuance procedure. In particular, it is important that proper identification be established (1) at each phase of the examination and (2) at the time the actual license is issued.

The first of these identification procedures is usually handled by recognition. If recognition is not practical, a comparison of the applicant's signature on each test and the license application is usually adequate.

No single identifier has universal application. The items that offered high specificity and promise as primary identifiers, are the applicant's name and social security number. It is almost impossible to be certain that the name given by applicant is, in fact, his name. Checking the applicant's birth certificate, school record, previous driver license or other identification will increase the likelihood that the name is correct. Increasing the validity of the social security number can be accomplished by requiring the applicant to present his social security card. Secondary identifiers are

place of birth, sex, height, weight, color of hair, color of eyes, etc., and other official registration numbers (professional and trade registrations, permits, etc.) which can be verified.

It is recommended that all States participate in the National Driver Register (NDR) and reciprocate with all other States in the exchange of driving records to insure that those drivers with suspended or revoked licenses cannot be licensed in another State. In the interest of preventing ineligible drivers, e.g., suspended, revoked, or denied, from obtaining a license it is necessary to also check the Driver License File of the State of application.

The characteristics of good identifiers are:

1. Specificity - The degree to which the information uniquely identifies the record of interest (such as social security number).

2. Likelihood of comparative information - The probability of the information obtained from the applicant also appears on the records of interest.

3. Ability to falsify identifiers - The ease with which the applicant can falsify the identifiers.

4. Search suitability - The ease with which an identifier can be used to locate or retrieve records.

J. One License Concept

1. Highway Safety Program Standard 5 - Driver Licensing provides that:

> "Each driver (shall hold) . . . only one license, which identifies the type(s) of vehicle(s) he is authorized to drive."

2. Effective implementation of this requirement necessitates that:

   a. Only one valid license document be in the possession of a licensee at any given time.

b. That driving convictions and actions against a license apply to the entire privilege to drive and not just to vehicle classes or subelements of the complete driving privilege.

K. Blood Type on Driver's License

It is recommended that an individual's blood type not be indicated on the driver license certificate. There is widespread debate throughout the field of motor vehicle administration and the medical profession as to the desirability of including a person's blood type on his driver license. Some of the considerations which lead to the above recommendation are:

1. The data on a driver's license represents the input from several administrative operations, which makes the possibility of a clerical error or error in transmission to the system considerable.

2. Questions as to the risks and liabilities involved in commencing a blood transfusion on the basis of the blood type indicated on the license have not been resolved.

3. Since various blood substitutes exist for immediate use when the injured motorist is found to be in shock, medical authorities prefer that blood type and cross match work be performed as one of the post-accident responses to determine precisely the patient's immediate blood characteristics.

V. DRIVER INFORMATION SYSTEM

A. General description.

1. A driver information system is an ordered set of procedures for:

a. Establishing and maintaining records which describe the State's licensed drivers and also unlicensed drivers who have been identified through accidents or traffic violations.

b. Extracting useful and timely information from those records.

2. The objectives of the system are to:

   a. Identify promptly persons who do not drive safely, so that remedial action may be taken through the driver improvement program.

   b. Permit, at the request of law enforcement agencies,* rapid identification of individuals who are driving illegally (i.e., without licenses or in violation of license restrictions).

3. The system should also provide for the accumulation of statistical data which can be used to:

   a. Identify and classify criteria by which driver performance may be measured and evaluated.

   b. Assist in program planning and management.

B. Responsibility.

1. The State driver licensing agency should have responsibility for establishing and maintaining an effective driver information system and for determining its physical characteristics and specifications.

2. Selection of equipment and facilities for implementing the system should be based on adequate studies of costs vs. performance and return on investment.

3. Close liaison should be maintained with the State organizations responsible for education, highways, health, welfare, and traffic records,** so that needed information can be exchanged accurately, quickly, and economically.

C. Driver record content. (See Appendix I, Driver License Records.)

There should be a record or set of records for each driver containing at least the following information:

---

*See Volume 15, Police Traffic Services.
**See Volume 10, Traffic Records, Chapter IV.

1. Pertinent information contained on all driver license applications or declaration sheets (e.g., driver identification and description data).

2. The type or types of licenses issued and information pertinent to the licenses not contained on the application (e.g., license expiration date).

3. Reports of:

   a. Convictions for traffic law violations.*

   b. Driving without a license.

   c. Operator involvement in motor vehicle accidents.

4. All actions taken by the agency (e.g., warning letters, driver improvement, suspensions, etc.).

5. All medical reports of pertinent physical or mental conditions.

D. Other characteristics.

1. The system should be designed to accept, verify, update, analyze, retrieve, and report essential information rapidly and economically.

2. Electronic or mechanically oriented information systems should be designed with planned expansion capability to facilitate the economic introduction of newer, larger, or more effective processing systems when the need is established.

VI. DRIVER IMPROVEMENT PROGRAM

A. General description.

1. A driver improvement program is a part of the driver licensing system intended to identify promptly and attempt

*See Volume 7, Traffic Courts, Chapter IV.

to reform persons who do not drive safely. Its administration and operation as a part of that system should be under the direction of the State driver licensing agency, and should be established by law or other specific administrative directive by the State.

2. Uniform procedures should be established throughout the States for identifying problem drivers and should be based on "point system" principles described in American Association of Motor Vehicle Administrators, Guide to Driver Improvement (1965), which place a numerical value on traffic convictions and accidents according to severity.

3. The program should provide public health agencies, enforcement agencies, and other groups and individuals concerned directly with highway safety with a method of identification and referral of persons whose records class them as less than adequate drivers.

4. The program should be based on data supplied regularly by the driver information system.

5. Driver analysts - personnel trained specifically in driver improvement techniques - should be employed to contact and work personally with problem drivers.

6. Hearing officers, when requested by drivers or their attorneys, should be employed to review actions recommended by the driver analysts.

B. Driver improvement actions.

Actions taken through the agency driver improvement program should include, but not be limited to, the following:

1. Advisory letters.

A letter should be sent to a driver when he accumulates a predetermined number of convictions for moving violations of traffic laws and/or is involved in a predetermined number of traffic crashes. The letter should be sent at a uniformly set "point" level before the individual becomes a serious problem driver.

2. Driver improvement interviews.

   a. An interview should be conducted by driver analysts with those drivers who have received advisory letters and who subsequently reach higher "point levels" through additional crash involvement or convictions for moving violations.

   b. The personal interview should result in recommendations by the driver analyst of remedial measures designed to improve the driving performance of the concerned motor vehicle operator.

   c. Guidelines should be established by the agency to assist the driver analysts in selecting the most suitable remedial measures, such as referral to the Medical Advisory Board, instruction, driver improvement school, suspension, probation, revocation, etc.

3. Referral to the Medical Advisory Board.

   Such referral is justified when there is reason to believe that a driver has mental or physical limitations which have had or may have an adverse effect on his driving performance. Such persons should be referred to the Medical Advisory Board or, following standard procedures and criteria established by the board, to licensed physicians or vision specialists of their choice for examination. The results of the examination should be reported directly to the officially designated Medical Advisory Board and its recommendations reported to the State driver licensing agency before further action is initiated by the latter.

4. Instruction.

   The driver analyst may judge that the driving performance of the individual can be improved by personal instruction. He should then discuss with the driver the specific problem areas and initiate corrective measures.

5. Driver improvement school.

   Problem drivers may be required to attend a driver improvement school. Such assignments should be made

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when the driver analyst has concluded that such treatment may improve the licensee's driving performance. The school may be established and used in cooperation with traffic courts or other interested organizations.*

6. Suspension.

   Temporary suspension of the driving privilege should be applied in those cases where a level of accident involvement and/or violation experience has been reached at which the State driver licensing agency has concluded temporary suspension probably will produce an improvement in an individual's driving habits, and/or as required by law.

7. Probation.

   In lieu of suspension, a driver may be placed on probation. During the period of probation the individual would be allowed to continue driving unless he became involved in a chargeable accident or received a traffic conviction. Either type of involvement would reinstate the original period of suspension.

8. Restriction.

   The licensing authority may be authorized to issue licenses restricted in conjunction with a comprehensive remedial program. Restricted licenses may be limited based on any of the following criteria:

   a. Time of day.

   b. Location.

   c. Type of highway.

   d. Special equipment on the vehicle to be driven.

*See Volume 7, Traffic Courts, Chapter IV.

9. Revocation.

A license should be revoked when a motor vehicle operator incurs a driving record which precludes the immediate upgrading of the individual's driving ability through any of the previously mentioned driver improvement actions. Revocation should also be mandatory for those individuals the State driver licensing agency finds to be deficient either mentally or physically, and/or as required by law.

C. Driver recourse through administrative review.

1. Persons who have had their driving privileges restricted, suspended, or revoked by agency driver analysts should be provided with the right and means of appeal, and should be so informed at the time the improvement action is taken. In order to provide for the exercise of this right by individuals, a hearing procedure should be established.

2. The State driver licensing agency should provide for an administrative review, when requested by the licensee, for the purpose of appealing the decisions of the driver analyst. An administrative review should be considered a driver's legal right to be heard regarding any action taken by a driver analyst and should be presided over by a properly trained and authorized hearing officer of the agency, who should have authority to uphold, modify, or rescind the action taken by the driver analyst.

3. While a complete record of hearings is normally unnecessary, a summarization of appeal proceedings should be filed for future use by the agency or for the use of the driver when seeking subsequent relief through the courts.

D. Enforcement of driver improvement action.

1. The State driver licensing agency should establish and maintain a system for notifying licensees of agency action relative to restrictions, suspensions, or revocations of the operating privilege.

2. To assist in assuring driver compliance with improvement actions, a surveillance procedure containing at least two essential elements should be implemented.

a. The State driver licensing agency should report to the appropriate law enforcement agencies the identities of those persons whose operating privilege has been suspended or revoked.

b. All traffic courts should provide the State driver licensing agency with immediate notice of persons convicted of driving while under suspension or revocation.

VII. DRIVER INSTRUCTION MANUALS

A. General description.

1. A driver instruction manual is a handbook containing all information that is required by motor vehicle operators to help them: drive safely, efficiently, and in observance of the State motor vehicle and traffic laws and regulations; and to understand and, as appropriate, to use vehicle and highway crash features designed to protect them in crashes in which they may be involved. This should include emphasis on <u>both</u> such "active" devices as safety belts and motorcyclists' helmets and on such "passive" crash protection devices as energy-absorbing steering assemblies, modern energy-absorbing windshields, crash-padding, head restraints, guard rails, "breakaway" sign and light poles, and similar important modern highway safety devices.

2. The manual should serve two basic functions:

   a. Provide applicants with a guide for preparation for driver license examinations.

   b. Provide licensed drivers with a broad source of ready reference for the improvement of their understanding of highway safety and of the ways in which the crashes, injuries, and deaths on our highways can be greatly reduced.

3. The manual should be prepared by the State driver licensing agency with the cooperation of all the other State departments and agencies participating in the Governor's Highway Safety Program, and should be furnished to all driver license applicants prior to examination, as well as to other persons upon request.

4. There should be a single manual which describes licensing requirements for all types of vehicles. Additional or supplementary manuals may be used in special cases where clearly feasible and desirable (e.g., a supplementary manual dealing specifically with motorcycles).

5. The manual should be written in a style and manner which will allow persons with limited reading ability to fully understand the meaning of its content.

B. Content.

The manual should meet or exceed the following minimum content specifications, which provide that it:

1. Contain a description of all classes or types of driver licenses and the requirements and procedures for obtaining them.

2. Identify and explain current traffic laws and regulations in clear, concise terms.

3. Identify and explain the purpose and meaning of traffic signs, signals, and symbols.

4. Specify and explain safe driving practices and techniques needed under all vehicle and roadway conditions.

5. Identify the magnitude of the State's motor vehicle crash, injury, and death problem.

6. Provide information about the effects of alcohol and drugs and other physiological factors as they relate to hazards of driving and State laws regarding control of their use in the traffic system.

7. Identify the nature and importance of each of the following: precrash, crash, and postcrash measures in the reduction of the end results of property damage, injury, and death, and give specific examples of each, as illustrated by the State and Federal Highway and Vehicle Safety Program.

8. Identify major motor vehicle safety devices and equipment, explain their advantages, and describe how to properly maintain and use them.

9. Specify and explain driver responsibility when involved in an accident.

10. Explain the Financial Responsibility Law and other laws related to motor vehicle insurance.

11. Explain the driver improvement program.

12. Identify and explain all of the items and areas (not already covered) listed under paragraph 3D(2) above.

VIII. PERSONNEL

A. Responsibility.

The State driver licensing agency should have direct responsibility for selecting, compensating, and administering all personnel engaged in driver licensing in the State. The agency should act specifically to develop an adequate professional staff of examiners, driver improvement analysts, and other key personnel.

B. Selection.

Specific plans should be developed and implemented for personnel selection. Selection methods and criteria should meet or exceed the recommendations of the American Association of Motor Vehicle Administrators, Guide to Driver Improvement (1965).

C. Training.

1. The agency should develop and implement a program for preservice and in-service training of all examiners and driver improvement personnel.

2. Preservice training should consist of not less than one hundred hours of combined classroom instruction and on-the-job training in those subjects recommended by the AAMVA.*

*See Appendix C and Appendix K.

3. In-service training should consist of at least forty hours of additional training annually.*

D. Policy and procedures.

A policy and procedures manual should be developed and maintained by the agency and furnished to each applicable staff member. It should present clearly the policy, objectives, standards, and procedures of the agency, especially as they relate to driver examination and improvement.

IX. FACILITIES AND EQUIPMENT

A. Responsibility.

The State driver licensing agency should be responsible for the acquisition, maintenance, and use of facilities and equipment required to perform its duties.

B. Types of facilities and equipment.

1. Permanent facilities should be maintained (either owned or leased) wherever full-time examination service is provided, but mobile examining stations may be used in areas where full-time service is uneconomical or otherwise undesirable.

2. Facilities for driver license examinations should include equipment needed for efficient administration of tests for vision, physical ability, and driving competence. Regular examination schedules should be maintained for both permanent and mobile types of facilities.

C. Miscellaneous.

1. Included in the facilities should be adequate parking space, rest rooms, lounge and waiting areas, and space for driver improvement interviews. These and all other accommodations essential to driver licensing examinations should be clean, orderly, and well lighted.

*See Appendix C and Appendix K.

2. Facilities should be located near adequate on-street and/or off-street driving areas for administration of road performance tests.

X. WORKING RELATIONSHIPS

A. Responsibility.

The State driver licensing agency should identify, and maintain close and effective liaison with all of the departments and agencies participating in the Governor's Highway Safety Program and with other public or private organizations or groups which are either concerned directly with highway safety or which can aid the agency in this area. (See Appendix L for supplemental information.)

B. Medical Advisory Board.

1. The agency should operate with the advisory services of an officially designated Board of licensed physicians (including physicians specialty-board-qualified in internal medicine, psychiatry, neurology, physical medicine, and ophthalmology) and optometrists.

2. The physician members of the Medical Advisory Board should be chosen by the licensing department from individuals recommended jointly by the State medical society and the State health department; the optometrist member(s) from joint recommendations by the State optometric society and the State health department.

3. A major responsibility of the Board should be to submit to the agency recommendations for driver license examination criteria and licensing procedures related to physical and mental ability. The criteria and procedures should be evaluated regularly.

4. Screening procedures should be recommended by the Board for use by driver license examiners to identify promptly driver license applicants whose physical and/or mental abilities are questionable.

5. Additionally, the Board should determine, upon request of the driver licensing administrator, the physical and/or

mental qualifications of specified individuals (e.g., those failing to pass an examiner's screening tests). Its decision should be based on its own conclusions and, as appropriate, on evaluations of reports by licensed physicians or optometrists.

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CHAPTER V. PROGRAM EVALUATION	October 1974

Par.

I. Introduction
II. Purposes of Evaluation
III. General Description
IV. Identification of Objectives
V. Identification of Resource Requirements
VI. Implementation Plan
VII. Progress Evaluation and Reporting
VIII. Sample Checklist

I. INTRODUCTION

A. Paragraph VIII of the Driver Licensing Standard requires that the State periodically evaluate its driver licensing program. Accordingly, the State driver licensing agency should develop and implement a plan to:

1. Measure the effectiveness of its driver licensing program.

2. Establish procedures for the identification of, and response to, features of the program that are not proceeding according to plan.

B. The evaluation plan should be geared specifically to appraise the program's effectiveness in reducing the frequency of motor vehicle crashes where drivers are at fault; in reducing the frequency and severity of injuries in crashes of all types through more universal use of safety belts and other crash restraints, including those for infants and small children; and, in determining the extent to which driving without a license occurs.

C. Additionally, the plan should establish yardsticks by which effectiveness may be compared with costs.

D. Finally, the plan should provide a system for reporting its findings, conclusions, and recommendations to the State and, if requested, to the National Highway Traffic Safety Administration.

II. PURPOSES OF EVALUATION

A well structured, yet flexible, program evaluation plan is essential for program management to:

A. Appraise regularly the degree of achievement of the program's objectives.

B. Control the allocation of limited resources necessary for their achievement.

C. Respond to a vehicle and driving environment that can be expected to undergo continued and possibly marked changes.

III. GENERAL DESCRIPTION

A. A plan for evaluating program effectiveness and progress should be an integral part of an overall program plan consisting of four major elements:

1. An identification of objectives.

2. An identification of resources required to achieve the objectives.

3. An implementation plan.

4. A plan or system for evaluating and reporting actual progress or achievement of objectives measured against the implementation plan.

B All four elements should be reviewed carefully on a regular basis in order to adapt them to the following changing conditions:

1. Shifts in population.

2. Technological innovations affecting motor vehicle operation.

3. Vehicle and highway technological innovations improving crash safety.

4. Improvements in testing equipment and techniques.

5. Medical, behavioral, and engineering discoveries relating to driver, vehicle, and highway interactions.

6. Evolution of the nation's legal and social structures.

7. Changes effected by the implementation of other highway safety programs.

IV. IDENTIFICATION OF OBJECTIVES

A. Chapter IV of this volume describes overall requirements and objectives for the State driver licensing program in the areas of examinations, information systems, driver improvement, instruction manuals, personnel, etc. The State driver licensing agency should compare these guidelines to its existing program in establishing objectives.

B. In identifying specific objectives, qualitative and quantitative measures should be used whenever feasible to describe both current status and planned objectives. For example, if an objective is stated to be an 80 percent reduction in unlicensed drivers in two years (based on current driver population), an effort should be made to describe and quantify the current unlicensed driver population, the current licensed driver population, and the total estimated driving population in two years, and to do so in ways that are so precise and repeatable that the results can be used as the basis of policy-level conclusions as to program emphasis and effectiveness.

V. IDENTIFICATION OF RESOURCE REQUIREMENTS

Estimates should be made of the resources required to achieve planned objectives. The estimates should be quantified in terms of units and dollars and should be related to specific objectives and time, wherever feasible. For example, in order to achieve the objective of reexamining all drivers every four years, at least the following estimates should be made and substantiated:

A. The number of examiners and related personnel required for each of the first five years of the program.

B. The salary and fringe benefits applicable to the examiners and related personnel.

C. The time and costs required to train the examiners.

D. The kinds of facilities and equipment required to handle the increase in examination frequency and related costs.

VI. IMPLEMENTATION PLAN

A. A detailed implementation plan should be developed which relates planned objectives to time, the tasks, and the costs required to achieve them. The plan may be presented as a PERT network, a Gantt chart, or by other equally suitable graphic displays and should be supported by narrative descriptions explaining activity interrelationships, priorities, and responsibilities.

B. Objective implementation priorities should be based upon cost-effectiveness analyses to the maximum degree feasible, as well as upon logical relationships between activities required to achieve the objectives.

1. For example, as defined in Chapter IV of this volume, a successful driver improvement program depends upon prompt identification of problem drivers through the driver information system. Therefore, the driver information system logically should be implemented before or concurrently with the driver improvement program. However, within the driver information system there are a number of alternative methods which may be used to identify problem drivers, and which should be selected through cost-effectiveness studies. Exhibit I, opposite this page, illustrates how the results of such studies might be summarized to assist program management in deciding which type of identification system to select.

2. Management must:

a. Weigh the cost of each alternative (expressed in dollars and implementation time) against the expected benefits (expressed as the time required to answer inquiries regarding problem drivers).

b. Select the alternative or combination of alternatives which is most suited to overall program objectives.

EXHIBIT 1

EXAMPLE OF ALTERNATIVE METHODS
FOR IDENTIFICATION OF PROBLEM DRIVERS
THROUGH AUTOMATION TECHNIQUES

(1) Method	(2) Estimated Response Time*	(3) Estimated Implementation Time	(4) Estimated Cost
(a) Printed Listings	Monthly	6 mos.	$ 75,000
(b) Batched Inquiry via Teletype*	Daily	1 year	$140,000
(c) Real Time Inquiry via Video Display Terminals*	Instantaneous	2 years	$300,000

Note: Entries in columns (2), (3), and (4) are entirely hypothetical and intended for illustrative purposes only.

*See Appendix B for definitions of these terms as used in this volume.

c. Schedule the selected alternatives into the program implementation plan.

VII. PROGRESS EVALUATION AND REPORTING

A. The progress evaluation and reporting system should, on a regular basis, answer the following questions relative to each objective:

1. Is the objective being implemented on schedule? For example, are examiners being hired and trained at the rate specified in the implementation schedule?

2. If progress is behind schedule, what effect will this have on the progress of related objectives? For example, what effect will a lag in hiring and training of examiners have on the overall objective to reexamine the total driving population every four years?

3. If the activity or objective is being achieved on schedule, is it producing the desired results? For example, if the reexamination plan has been implemented completely, has it detected and responded successfully to the volume of driver deficiencies anticipated in the definition of objectives?

4. Are resources being applied at the rate and degree of effectiveness specified in the implementation plan? For example, are training costs for examiners exceeding budgeted amounts?

B. Specific recommendations should be made for corrective action regarding activities that are not progressing according to plan and objectives that, once achieved, are not producing the results expected. If, for example, a pilot program for mobile examining stations has been completed successfully, but significant population shifts have occurred during its implementation, the remainder of the program might require either expansion or contraction, depending upon the direction of the population movement.

VIII. SAMPLE CHECKLIST

The following is a sample checklist of representative questions which should be asked in establishing a base for evaluation of an existing driver licensing program.

A. As related to the one-license concept, does the State:

1. Require surrender of all licenses from other jurisdictions prior to issuance of an original license?

2. Return surrendered license to the State of original issue?

3. Issue only one license to each driver?

4. Identify the type(s) of vehicle(s) each driver is authorized to drive?

B. Does the State require each applicant for an original license to submit proof of:

1. Date of birth?

2. Place of birth?

C. Must each driver pass an examination for an original license by demonstrating:

1. Ability to operate the class(es) of vehicle(s) for which he desires to be licensed?

2. Visual acuity?

3. Knowledge of:

a. Rules of the road?

b. Safe driving procedures?

c. Vehicle and highway safety features?

d. Emergency situations which arise in the operation of a motor vehicle?

4. Ability to read and comprehend traffic signs and symbols?

D. Are all drivers reexamined at least once every four years for:

1. Visual acuity?

2. Knowledge of rules of the road?

E. What information is filed, by individual driver, in the master (or central) driving record?

Type of Data	Required by State Law	Required by Departmental Regulations
(1) Age		
(2) Sex		
(3) Driver education		
(4) Address		

Type of Data	Required by State Law	Required by Departmental Regulations
(5) Type of category of license		
(6) Test scores		
(7) Date of issuance		
(8) Abstracts of convictions		
(9) Accident involvement		
(10) Warning letters		
(11) Restrictions or limitations		
(12) Suspensions and revocations		
(13) Interview and hearing reports		

F. Does the master (or central) driving record system have the capability to provide:

1. Timely information through rapid entry of new data into the system?

2. Current information by eliminating unnecessary or unreasonable delay in obtaining data which are required for the system?

3. Rapid audio or visual response upon receipt at the records station of any priority request for status of driving license validity?

4. Ready availability of data for statistical compilation as needed by authorized sources?

5. Ready identification of drivers sought for enforcement or other operational needs?

G. Is each driver:

1. Issued a license for a specific period of time?

2. Except for overseas military personnel, required to apply in person for renewal?

H. Prior to the issuance of a license, is the master (or central) driving record examined to determine eligibility?

I. Does the State have a driver improvement program designed to identify problem drivers so that appropriate action can be administered to reduce the frequency of their involvement in traffic crashes or violations?

J. Does the State have:

1. A system which provides for the medical evaluation of persons believed to have mental or physical conditions which might impair driving ability?

2. A procedure to identify all licensed drivers receiving any type of benefits for the blind or nearly blind?

3. A Medical Advisory Board or equivalent allied professional health unit to advise on medical criteria and vision standards?

K. Has the State developed any statistical information concerning the extent to which motor vehicles are being operated by drivers who are not licensed?

L. Does the State return all surrendered licenses to the State which originally issued same?

M. If the State issues a license which identifies the type(s) of vehicle an applicant is authorized to drive, what are the various classifications?

N. If the State does not license by type or class of vehicle at the present time, does it have plans or legislation in process of implementation? If so, explain briefly.

O. What does the State accept as proof of date of birth?

P. When screening applicants during examination for visual acuity, what are the minimum requirements for applicants:

1. Without glasses - two eyes?

2. Without glasses - one blind eye?

3. With glasses - two eyes?

4. With glasses - one blind eye?

Q. Does the State examine for:

1. Field of vision?

2. Other? (Specify)

R. How frequently are the master (or central) driving record files purged? What information is retained permanently?

S. If electronic data processing equipment is used for storing master (or central) driving records, how much of the file has been converted, when will conversion be completed, and how is or will the file be used to improve traffic safety?

T. For what violations does State law require mandatory suspension or revocation of driving privilege and what is the length of the suspension and revocation?

U. What are the total number of driver improvement actions taken in the following categories during the past year?

1. Advisory or warning letters issued.

2. Personal interviews conducted.

3. Assignments to driver improvement schools.

4. Probations imposed.

5. Restrictions imposed.

6. Discretionary suspensions or revocations.

7. Mandatory suspensions or revocations.

8. Legal appeals of departmental action, including:

   a. Departmental action upheld.

   b. Licenses restored.

   c. Departmental action modified.

V. Has an effective system been established to inform the State driver licensing agency of all drivers committed to and released from mental institutions?

W. Has the State driver licensing agency initiated or assisted in any research projects related to drivers?

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I. Introduction
II. Operational Reports
III. Management Information Reports
IV. Program Evaluation Reports
V. Reports to the National Highway Safety Bureau

I. INTRODUCTION

A. The State driver licensing agency should develop and implement as an integral part of its driver licensing program a reporting system to serve in three basic areas:

1. Program operations.

2. Program management information.

3. Program evaluation.

B. During program development, and before program implementation, the various major types of reports required in all three areas should be identified and described as to:

1. Purpose.

2. Content.

3. Sources of information.

4. Distribution.

5. Frequency.

II. OPERATIONAL REPORTS

A. Operational reports are those required by the State driver licensing agency for the day-to-day functioning of the driver licensing program. Included in this category are reports such as:

1. Notification of convictions for moving traffic violations from traffic courts, as required by the driver information system and the driver improvement program.*

2. Reports or tapes from the National Driver Register used in checking for suspended driver license applicants.

3. Certification of prior convictions of traffic law offenders transmitted upon request to traffic courts by the State driver licensing agency.**

B. Key operating reports should be documented in the implementation plan for the program as described in Chapter V of this volume to enable subsequent appraisal in light of specific objectives. For example, the transmittal time for notification of convictions for moving traffic violations can affect the timeliness of driver improvement program actions.

III. MANAGEMENT INFORMATION REPORTS

A. Management information reports should be designed to summarize program operating results and trends for analysis and decision making by program management and to provide a base for program evaluation by the State.

B. The following are examples of basic types of information which should be available for reporting on a prior period, current period, forecast, and budget (where applicable) basis:

1. Number of driver license applications received.

2. Number of licenses issued.

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*See Volume 7, Traffic Courts, Chapter IV.

**See Volume 7, Traffic Courts, Chapter IV.

3. Number of examinations administered by type (i.e., written, physical, and road test).

4. Number of driver improvement program activities by type (e.g., warning letters, interviews, suspensions, revocations, etc.).

5. Number and type of repeat violations occurring after driver improvement actions.

6. Number and disposition of appealed driver improvement actions.

7. Number of driver improvement analysts on the staff.

8. Number of examiners on the staff.

IV. PROGRAM EVALUATION REPORTS

A. A reporting system should be developed and maintained by the State driver licensing agency which will present clearly, concisely, and at regular intervals, the findings, conclusions, and recommendations of the program evaluation plan. The system should be aimed at identifying promptly the need for management decisions and suggesting alternative courses of action to the State.

B. The development of precise guidelines for the design and operation of a program evaluation reporting system for the States does not appear feasible. The State should develop a system which is suited to its own needs, but which relates each program objective or task specified in its implementation plan to the operating results contained in its management information reports.

C. At least the following information should be reported for each major objective or task:

1. Identification or description.

2. Progress to date.

a. Planned.

b. Actual.

c. Forecast for next period.

3. Resources allocated to date.

   a. Planned.

   b. Actual.

   c. Forecast for next period.

4. Operating results.

   a. Planned.

   b. Actual.

   c. Forecast for next period.

5. Reasons for deviations from plan and possible or probable effects on other objectives.

6. Recommendations for corrective action.

V. REPORTS TO THE NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

The National Highway Traffic Safety Administration intends to request from the State summary reports containing information similar to the checklist contained in Chapter IV of this volume and the management information and program evaluation reports described in this chapter.

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Par. I. Introduction
II. Traffic Courts
III. Law Enforcement Agencies

I. INTRODUCTION

Participation by local government organizations in the driver licensing program is needed primarily from traffic courts and law enforcement agencies. Key elements in the relationships are outlined herein. Additional guidelines are provided in American Association of Motor Vehicle Administrators, Guide to Driver Improvement (1965),* and in Volumes 7, Traffic Courts, and 15, Police Traffic Services, of this Manual.

II. TRAFFIC COURTS

A. Traffic courts have two key responsibilities relative to the driver licensing program:

1. Explaining to persons found guilty of traffic law violations the significance of their actions.

2. Promptly informing the State driver licensing agency of all convictions for moving traffic violations, forfeitures of bail, or any action equivalent thereto, including failures to appear in court after having been charged with a

*See Chapters II and III.

moving violation, and certain cases which may require special attention by the agency (e.g., persons suspected or known to have significant mental or physical deficiencies).*

B. The State driver licensing agency has major responsibility to transmit to the traffic courts, through the driver information system, certification of prior convictions upon request of such courts.**

III. LAW ENFORCEMENT AGENCIES

A. Although participation in the driver licensing program by the traffic courts is limited to postcrash or postviolation activities, properly trained police officers can supply their own agencies and these in turn the State driver licensing agency with more timely and predictive types of information that may be used to prevent such crashes or traffic violations. This information may take the form, for example, or reports of:

1. Traffic accidents and investigations.

2. Written warnings to motorists.

3. Traffic arrests.

4. Repeated arrests for drunkenness (regardless of involvement in motor vehicle operation).

B. The primary responsibilities of the State driver licensing agency to the various law enforcement agencies are to identify to them the types of information needed and to cooperate with them in establishing and using efficient communication procedures.

*See Volume 7, Traffic Courts, Chapter IV.

**See Volume 7, Traffic Courts, Chapter IV.

APPENDIX A

HIGHWAY SAFETY PROGRAM STANDARD 4.4.5

DRIVER LICENSING

PURPOSE

To improve the quality of driving by implementing more effective and uniform licensing procedures, and thereby to reduce the number of accidents while also increasing the efficiency of traffic flow.

STANDARD

Each State shall have a driver licensing program (a) to insure that only persons physically and mentally qualified will be licensed to operate a vehicle on the highways of the State and (b) to prevent needlessly removing the opportunity of the citizen to drive. The program shall provide, as a minimum, that:

I. Each driver holds only one license, which identifies the type(s) of vehicle(s) he is authorized to drive.*

II. Each driver submits acceptable proof of date and place of birth in applying for his original license.

III. Each driver:

A. Passes an initial examination demonstrating his:

1. Ability to operate the class(es) of vehicle(s) for which he is licensed.

2. Ability to read and comprehend traffic signs and symbols.

3. Knowledge of laws relating to traffic (rules of the road), safe driving procedures, vehicle and highway safety features, emergency situations that arise in the operation of an automobile, and other driver responsibilities.

*See Highway Safety Program Standard 3, Motorcycle Safety.

4. Visual acuity, which must meet or exceed State standards.

B. Is reexamined at an interval not to exceed four years, for at least visual acuity and knowledge of rules of the road.

IV. A record on each driver is maintained which includes positive identification, current address, and driving history. In addition, the record system shall provide the following services:

A. Rapid entry of new data into the system.

B. Controls to eliminate unnecessary or unreasonable delay in obtaining data which are required for the system.

C. Rapid audio or visual response upon receipt at the records station of any priority request for status of driver license validity.

D. Ready availability of data for statistical compilation as needed by authorized sources.

E. Ready identification of drivers sought for enforcement or other operational needs.

V. Each license is issued for a specific term, and must be renewed to remain valid. At time of issuance or renewal each driver's record must be checked.

VI. There is a driver improvement program to identify problem drivers for record review and other appropriate actions designed to reduce the frequency of their involvement in traffic accidents or violations.

VII. There is:

A. A system providing for medical evaluation of persons whom the driver licensing agency has reason to believe have mental or physical conditions which might impair their driving ability.

B. A procedure which will keep the driver license agency informed of all licensed drivers who are currently applying for or receiving any types of tax, welfare, or other benefits or exemptions for the blind or nearly blind.

C. A medical advisory board or equivalent allied health professional unit composed of qualified personnel to advise the driver license agency on medical criteria and vision standards.

VIII. The program shall be periodically evaluated by the State and the National Highway Traffic Safety Administration shall be provided with an evaluation summary. The evaluation shall attempt to ascertain the extent to which driving without a license occurs.

APPENDIX B

GLOSSARY OF DEFINITIONS

This glossary defines those terms whose meanings may be unclear in the context in which they are used. These definitions are meant to apply only to the usage of these terms in this volume.

Batched Inquiry - A variety of data processing techniques where requests for information are batched or queued for scheduled interrogations of computer files.

Gantt Chart - A type of bar chart which commonly displays the relationships between project activities and time.

PERT - (Program Evaluation and Review Technique) - A project management tool which displays graphically the network of relationships between program objectives and the tasks, time, and resources required for their achievement.

Problem Driver - A driver who, because of his driving record, his physical or mental condition, or other information known about him, is reasonably believed to be an unacceptable risk on the highways and is receiving or should receive driver improvement action.

Real Time - A variety of data processing techniques in which information is made available the instant it is required.

Response Time - The time required for an automated system tc answer requests for information. For the purposes of this volume, response time refers to the time required to identify problem drivers through the driver information system.

APPENDIX C

REFERENCES

The following is a selected list of publications recognized as authoritative in the field of driver licensing and which were useful to the preparation of this volume.

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APPENDIX D

REPRESENTATIVE PROJECTS

The activities listed here are representative of the types of projects which have been implemented successfully by a number of the States.

1. Inventory and evaluate State driver licensing programs and recommend improvements.

2. Convert master driver record files from a manually operated to an automated system to increase availability of such information for all traffic safety purposes.

3. Initiate or improve the quality of periodic driver reexamination programs and/or develop special examinations for the licensing of individuals by type(s) of vehicle(s) to be operated.

4. Develop and evaluate written examinations for drivers.

5. Design, build, operate, and evaluate an off-street driver testing range or course.

6. Explore the use of vehicle simulation devices as a part of the driver examining procedure.

7. Make available to driver licensing authorities appropriate and systematic medical consultation as needed concerning the licensing of drivers.

APPENDIX E

RESOURCE ORGANIZATIONS

The following organizations have interests which are actively involved in improving highway safety, and their contributions to more effective driver licensing are of particular value.

American Assoication of Motor Vehicle Administrators
Suite 500
1828 L Street, N. W.
Washington, D. C. 20036

American Bar Association
1155 East 60th Street
Chicago, Illinois 60637

American Medical Association
535 North Dearborn Street
Chicago, Illinois 60610

American Optometric Association
7000 Chippewa Street
St. Louis, Missouri 63119

American Trucking Associations
1616 P Street, N. W.
Washington, D. C. 20036

HUFFSAM
(Highway Users Federation for Safety and Mobility)
1776 Massachusetts Avenue, N. W.
Washington, D. C. 20036

Insurance Institute for Highway Safety
600 New Hampshire Avenue, N. W.
Washington, D. C. 20037

National Committee on Uniform Traffic Laws and Ordinances
1776 Massachusetts Avenue, N. W.
Suite 430
Washington, D. C. 20036

National Highway Traffic Safety Administration
400 7th Street, S. W.
Washington, D. C. 20950

National Safety Council
425 North Michigan Avenue
Chicago, Illinois 60611

APPENDIX F

MOTORCYCLE OPERATOR LICENSING

Highway Safety Program Manual, Volume 3, Motorcycle Safety, provides licensing guidelines aimed specifically at motorcycle operators and is intended for implementation within the framework specified in this volume. Chapter IV, paragraph 3, of Volume 3 is reproduced here for the purpose of including within a single volume of the Manual operator licensing requirements for all types of motor vehicles.

* * *

III. MOTORCYCLE OPERATOR LICENSING

A. Requirement.

Each person who operates a motorcycle on public roadways should pass an examination or reexamination designed especially for motorcycle operation and should hold only one license specifically authorizing motorcycle operation. If the person is licensed to operate another vehicle and the qualifications for motorcycle operation are also met, the license should be endorsed to permit motorcycle operation.

B. Recommendations.

Recommendations for licensing of motorcyclists set forth in this volume are intended to supplement, not supersede, the recommendations set forth in Volume 5 of this Manual, Driver Licensing.

1. Driver's Manual.

A manual or handbook should be prepared by the State driver licensing agency to inform all drivers and driver license applicants about the rules of the road, safe driving procedures, etc. This manual should contain information specifically pertaining to the rights of motorcyclists and the capabilities and limitations of motorcycles.

2. Motorcycle license examination.

a. General.

(1) All applicants for a motorcycle operator's license should successfully complete a motorcycle license examination. No "grandfather's clause" or equivalent measure should allow anyone to hold a motorcycle operator's license who has not completed and passed a suitable motorcycle license examination.

(2) The State motorcycle license examination should consist of a medical and vision screening, a knowledge test, and an operating test.

(3) Training of driver license examiners should include instruction in the administration of the motorcycle license examination.

b. Medical criteria.

(1) Motorcyclists should be required to meet the medical criteria as persons licensed to operate other motor vehicles.

(2) Where there is a question about the ability of a person to operate a motorcycle safely because of a physical or mental impairment, a report, of a form and content specified by the State driver license administrator's Medical Advisory Board, should be required from a licensed physician or, if the question relates to his vision, from an eye specialist.

(3) The report should be evaluated against the criteria for driver fitness established by the State driver license administrator's Medical Advisory Board.

c. Knowledge test.

(1) An applicant for a motorcycle operator's license should be required to pass a knowledge test required of automobile license applicants.

(2) The test should, in addition, contain questions specifically designed to determine the applicant's knowledge of techniques used to operate a motorcycle safely.

(3) The knowledge test for other classes of motor vehicles should also contain questions pertaining to the rights of motorcyclists.

d. Operating test.

(1) General.

(a) The operating test should be administered by a qualified examiner.

(b) Where possible, off-street areas should be used for all or part of the test.

(c) The applicant may be required to demonstrate the ability to operate a motorcycle safely on public roadways.

(d) The operating test may be waived for motorcycle license renewal applicants if they have previously passed an equivalent motorcycle license examination.

(2) Off-street road test.

The following are suggestions for a motorcycle off-street road test:

(a) A visual inspection should be made to ensure that the vehicle is in proper working condition and that the applicant is appropriately using the required safety helmet and eye protection device.

(b) The applicant should show he is familiar with the controls of the machine, what they do, and how they operate. These include the brakes, throttle, gearshift, clutch, and any other controls specific to his machine.

(c) The applicant should demonstrate the proper hand signals.

(d) The applicant should demonstrate the ability to start the machine, move forward, make starts, stops, and turns to the left and right (such as on a cone-weave or serpentine course) as designated by the examiner. Operation should be smooth, precise, and show the applicant's proper control of the machine and apparent confidence in himself. If possible, the applicant should be observed starting and stopping on an incline.

(e) The applicant should show an ability to negotiate Figure 8's at an adequate speed to maintain stability, while keeping both feet on the footpegs or floorboard. He should do these maneuvers in both directions while riding toward and away from the examiner.

(f) The applicant should execute slow speed circles to demonstrate his ability to make both right and left turns.

(3) On-street road test.

In an on-street road test the following responses to various traffic conditions should be noticed:

(a) Is the applicant aware of his operating environment: the traffic approaching from the front, rear, and side, especially at intersections? Does he use his mirror and turn head to check traffic?

(b) The applicant should be observed shifting gears using the clutch smoothly and at the proper time. Both upshifting and downshifting should be observed.

3. Instruction permits.

An applicant should be issued an instruction permit to operate a motorcycle on public streets subject to the restrictions

prescribed by the licensing administrator. Suggested considerations in the issuance of instruction permits include the following:

a. The applicant should meet the same minimum age requirement as for an automobile instruction permit.

b. The instruction permit should be issued only after the applicant has passed the knowledge and medical tests.

c. The instruction permit should be valid only for a specified period of time.

d. The applicant should operate the motorcycle on public roadways only while under the direct visual supervision of a person who has for at least one year been licensed to operate a motorcycle.

e. The applicant should not carry a passenger, except as may be required as part of an approved operator training course.

f. The applicant should not operate the motorcycle during the hours of darkness, except as may be required as part of an approved operator training course.

g. The applicant should wear the required helmet and eye protection at all times during operation.

4. Motorcycle license renewal.

States should consider the following suggestions in the establishment of procedures for motorcycle license renewal:

a. Renewal should be required at least once every four years.

b. A motorcycle license reexamination, consisting of a vision screening and a knowledge test, should be part of the renewal.

c. No renewal license should be granted unless the applicant has at some time passed a suitable motorcycle license examination.

APPENDIX G

DEVELOPMENT OF AN INITIAL APPLICATION

This appendix presents information and guidelines useful in constructing or identifying a driver license application form. The substantive material is based on the recommendations found in Chapter IV, paragraph 2 of the Program Manual.

In constructing a driver license application form, a State should include the information indicated in this paragraph. When alternatives are provided a State should select the alternatives most compatible with its needs.

1. Driving History. The initial application should contain questions which solicit information in the following areas:

   a. Driver license suspensions, revocations, and denials (see Exhibit 1).

   b. Previous licenses or applications (see Exhibit 2).

   c. Convictions (see Exhibit 3).

   Exhibits 1, 2, and 3 present sample questions in these areas. The application should contain at least one question from each exhibit. Multiple questions from some exhibits may be desirable to obtain the driving history for different times (past and present) and different geographical areas (State of application and States other than the State of application). In order to simplify the application, it is desirable to use common lead-in lines for several questions, e.g., "Have you in the past four years . . ." or "Have you ever been . . ."

2. Medical History. Medical fitness questions should be designed to identify possible impaired drivers who may have:

   a. Loss of consciousness

   b. Cardiovascular disease

   c. Alcoholism or a drinking problem

   d. Mental illness

e. Drug addiction or dependence

f. Diabetes

g. Vision impairment

Medical questions can take two forms: (1) those which ask for medical conditions and (2) those which ask for symptoms. Exhibit 4 can be useful in translating symptoms into medical conditions. This exhibit was developed from a questionnaire presented to medical doctors and can be useful when symptomatic questions are used.

Sample medical questions are indicated in Exhibit 5. The questions selected for inclusion on the application should have the potential to identify individuals with medical disabilities.

3. Identification. Identification information which should be gathered is listed in paragraph 2 of Chapter IV of the Program Manual. When designing identification questions, care should be taken to assure that responses will be both sufficient and properly stated to facilitate inter-record checking and identification. Thus information obtained should enable input to the National Driver Register, medical institutions, public health records, out-of-State driver records, and vehicle registration records. The identification information should also be sufficient to verify:

   a. that the person being issued a license is the same person who satisfied the driver license requirements.

   b. that the license was issued to the person whose name appears on the license.

EXHIBIT 1

QUESTIONS CONCERNING DRIVER LICENSE REVOCATIONS, SUSPENSIONS AND DENIALS

1. Have you ever had an operator's or chauffer's license cancelled, revoked or suspended?

2. Have you ever been denied a license?

3. Has your driving privilege ever been revoked or suspended?

4. Is your driving privilege now under suspension or revocation?

5. Has your license been under suspension or revocation in the last three years?

EXHIBIT 2

QUESTIONS CONCERNING PREVIOUS DRIVER LICENSE OR APPLICATION

1. Are you now licensed to drive in another State?

2. Have you ever been licensed to drive in this State?

3. Have you had a driver license or permit in another State in the last five years?

4. Have you ever been licensed to drive a motor vehicle?

5. Are you now licensed to drive?

6. Have you made applications for permit or examination in this State in the last three years?

EXHIBIT 3

QUESTIONS CONCERNING CONVICTIONS

1. Have you ever been convicted of violation of motor vehicle laws?

2. Have you ever been convicted of driving while intoxicated; assault with a motor vehicle; murder with a motor vehicle; hit and run?

3. Have you ever been convicted of driving while intoxicated; negligent homicide with motor vehicle; hit and run; reckless driving; juvenile car theft; felony in which a motor vehicle was used?

4. Have you ever been convicted of motor vehicle laws or motor vehicle ordinance violations within the past four years?

5. Do you have any court action pending as a result of a motor vehicle violation?

EXHIBIT 4

RELATIONSHIP BETWEEN SYMPTOMS AND MEDICAL CONDITIONS

MEDICAL CONDITIONS	SYMPTOMS																								
	Fainting	Confusion	Seizures	Blackouts	Dizziness	Double Vision	Blurring Vision	Difficulty in Seeing at Night	Chest Pain	Shortness of Breath	Swelling	Weakness	Palpitations	Spots or Flashes Before Eyes	Ringing in Ears	Recurrent Muscle Cramping or Pain	Painful, Swollen, or Stiff Joints	Headache	Tremor	Nose Bleeds	Sleeping Spells	Abnormal Sleep Patterns
Loss of Consciousness	9	11	20	15	5	2	4						1	6	2	1		3	3		6	5
Cardiovascular Disease	9	4	4	12	13	2	7	1	19	19	18	13	16	4	5	4		6	2	7	2	3
Alcoholism and Problem Drinking	6	15	5	13	11	10	14	6			2	4	2	2	4	1		8	7	2	4	4
Mental Illness	5	15	6	4	5	1	1	4		1		1	2	1				8	5		5	12
Drugs	10	18	8	13	14	13	14	7		2		8	6	5	11	4	2	8	8		11	7
Conditions Affecting Coordination and Mobility	1	3	3	3	6	9	6		1	1	3	6	1		1	8	7	3	12	1	1	
Diabetes	13	9	7	12	10	7	2	2	2	3	4	6	3	2	1	2		5	4		3	1
Vision	1	3		2	4	13	15	8				1		12				8				

Table entries are the total number of physicians indicating a relationship between a symptom and a medical condition (number of physicians replying was 20)

EXHIBIT 5

QUESTIONS CONCERNING MEDICAL IMPAIRMENTS

1. Have you ever suffered from loss of consciousness or convulsive seisures?

2. Have you ever suffered from stroke or paralysis?

3. Have you ever suffered from diabetes?

4. Do you wear corrective lenses or contact lenses?

5. Have you ever suffered from fainting or dizzy spells?

6. Have you ever suffered from loss of consciousness or muscular control?

7. Have you ever suffered from loss of consciousness, heart trouble, paralysis, fainting, dizzy spells, or been addicted to narcotic drugs or intoxicating liquor? Circle which. Are you now cured?

8. Have you ever been a patient in a mental hospital?

9. Are you under a doctor's care or taking medication?

10. Have you ever received treatment for a drinking problem?

11. Do you have heart trouble?

12. Do you have a physical or mental defect making it difficult to operate a motor vehicle?

13. Do you have any physical impairments? Describe.

14. Is your vision impaired in any way?

15. Do you need corrective lenses or contact lenses for driving?

16. Do you have any physical or mental disabilities or defects?

17. Have you ever suffered from mental illness?

18. Do you have a family history of diabetes?

4. Applicant's Signature and False Information Clause

   a. A statement should appear on the initial driver license application, which the applicant must sign, certifying his statements are true. Exhibit 6 gives examples of false information clauses selected from various State application forms.

EXHIBIT 6

EXAMPLES OF FALSE INFORMATION CLAUSES

1. I do hereby certify that my statements in this application are true.

2. I certify that the information herein is true and correct.

3. The above signed applicant states that the information given herein is true.

4. I do solemnly swear that I am the person named and described herein and that the statements on this application are true and correct.

5. I certify or affirm that the information given in this application is, to the best of my knowledge, true and correct.

   b. The penalties for giving false information should be stated separately from the false information clause. Examples are:

      (1) Any misstatement on this application may result in a minimum fine of $500, a year imprisonment, or both.

      (2) Applicant giving false information is subject to prosecution under the statute of perjury.

      (3) I understand that false statements contained herein will be just cause for cancellation of this license.

c. One reason for including the penalty clause is to encourage those persons who may attempt to hide their previous records to be truthful; therefore, the penalty clause should be positioned on the application so that it will be read before the application is completed. To encourage thruthfulness it may be desirable to insert after the penalty clause "State and national files are checked for each applicant."

5. Minor's Sponsor Statement

a. The minor's sponsor statement is usually concerned with one or more of the following:

(1) Age of the minor or applicant.

(2) Assumption of liability either totally or jointly with minor (if applicable).

(3) Parent or guardian consent to issue a license to the minor.

(4) Certification that he, or she, is the father, mother, or guardian of the minor or has custody of the minor.

(5) Certification that the information on the application is true.

b. Examples of minor's sponsor statements are given in Exhibit 7.

EXHIBIT 7

MINOR'S SPONSOR STATEMENTS

1. I, the undersigned, am the _____ of the above applicant and have read the statements and certify that they are correct. In signing this application, I agree to be jointly and severally liable with the applicant for any damages caused by his or her negligence while driving a motor vehicle. I also understand that I may revoke or suspend my sponsorship by making application at a driver license examination station.

2. I understand in signing this application that I become liable with the minor who is applying for the license for any damages caused by his negligence while driving a motor vehicle until the cancellation of the license or any renewal thereof.

3. I do solemnly swear that the above named applicant is my ( ) child, ( ) step-child, ( ) ward, and that the information given above on this application is true and correct. This is my authorization to the (name of the licensing organization) to issue the type of license applied for on this application to the minor named above.

4. I hereby give my written consent to the (licensing official or organization) for the issuance of a license to the minor named on this application.

5. We (I) hereby give consent for issuance of a driver's license to the named applicant who is at least sixteen years of age and under eighteen years. We (I) certify that we (I) have custody of same. If only one parent signs having sole custody, show reason here.

6. I hereby certify that I am ( ) one of the parents, ( ) the legal guardian of _____ and that the said applicant is between sixteen and twenty-one years of age. I hereby request that a motor vehicle operator's license be issued to said applicant.

6. Other Provisions.

In accordance with the guidelines suggested in the Program Manual and this Supplement, provisions should be provided on the application for:

a. Test results.

b. Limitations on driving privileges.

c. Administrative information.

d. Research and evaluation data.

The form of this provision will depend on each individual State's needs. Some factors which should be considered are:

a. Necessity of future reference.

b. Ease of location and retrieval.

c. Use in cross-records checking.

d. Need for information in future evaluations.

In States where "express consent" laws have been developed to augment or supplant "implied consent" a proper consent statement should be included on the application with its own signature line.

7. Miscellaneous Guidelines.

In composing an application for initial driver licensing it is necessary to consider other uses of the form. The initial application form may also be used for relicensing, reexamination, renewals, or the reinstatement of a revoked license.

In some cases the driver's license may consist of a photographed portion of the application.

Many times, the application may also serve as the data input form for the automated driver license file or as an index card in a manual search document file. All these aspects may be considered in constructing an initial driver license application form.

8. Sample Application

a. Based on the guidelines and examples of the material just presented, a sample application is shown in Exhibit 8.

b. Some special features designed into this form are:

(1) Information used in evaluating an applicant for a driver license is on one side of the application.

(2) Information recommended to be included in an automated driver license file is on one side of the application.

(3) Driver license information is grouped together in a form suitable for a license. The false information clause would be covered by a color photograph.

(4) The applicant's name and driver license numbers are at the top of the form for filing and retrieving the application from the source document file.

c. Some variations of this form that a State may find desirable are:

(1) The top right box on the front of the form was included to indicate the test and licensing procedures which were required. Other categories may be better suited for a specific State's operating procedures. For example, it may be desirable to indicate the class of license if different tests are given for each class.

(2) If the applicant fills in the driving and medical history section of the application, it may be desirable to have him write "yes" or "no" rather than check a box, in order to reduce the probability of an error.

(3) An examiner may wish to write his name or initials across the appropriate box indicating if the applicant has passed or failed a test. This could make it difficult for the applicant to falsify results.

(4) The results of record checks (NDR, Driver License File, Medical Institutional Admission File, etc.) may be added to list of tests.

(5) If a State uses the social security number as a driver license number, there will not be a need for a separate social security number entry.

(6) It may be desirable to include the zip code as part of the residence address since usually the residence and mailing address are the same. This would make it unnecessary to record anything under mailing address when they were the same.

(7) Some of the words, such as first, middle (maiden name for married females), last, can be left off the driver license portion of the application if this part is completed by a licensing examiner.

EXHIBIT 8

SAMPLE INITIAL DRIVER LICENSE APPLICATION FORM

APPLICATION FOR (state) DRIVER LICENSE

Applicants giving false information on this application are subject to a minumum fine of $_____, _____ years imprisonment and loss of driver license

Have you in the past 4 years been	Yes	No
1 Denied a license?	☐	☐
2 Licensed to drive in this state?	☐	☐
3 Convicted of violation of motor vehicle code?	☐	☐
4 A patient in a mental hospital?	☐	☐
5 Treated for a drinking problem?	☐	☐
Are you now licensed to drive?	☐	☐
Have you in the past 4 years suffered from		
1 Epileptic or convulsive seizures?	☐	☐
2 Strokes or paralysis?	☐	☐
3 Diabetics?	☐	☐
4 Dizzy spells?	☐	☐
5 Loss of consciousness?	☐	☐
6 Blurring of vision?	☐	☐
7 Periods of confusion?	☐	☐
Do you wear glasses or contact lenses?	☐	☐
Did you ever have an operator's or chauffeur's license cancelled, revoked or suspended?	☐	☐

Application for

☐ Instruction permit ☐ Expired
☐ First license ☐ Reinstatement
☐ New resident ☐ Other

Vision Test	Passed	Failed	Not Required
With glasses	☐	☐	☐
Without glasses	☐	☐	☐
Knowledge Test	☐	☐	☐
Road Test	☐	☐	☐

Examiner

Does applicant:	Yes	No
Have any missing limbs?	☐	☐
Tremble excessively?	☐	☐

Comments

FRONT

(State) DRIVER LICENSE NUMBER _____

[redacted]

I, the applicant, certify that my statements in this application are true

(Licensing Official Signature) Signature

[redacted]

FOR SPONSORS OF APPLICANTS UNDER AGE 18

I understand in signing this application that

- I certify that I am ☐ one of the parents ☐ the legal guardian and have custody of the above named applicant
- I become jointly and severally liable with the applicant for any damages caused by the applicant's negligence while driving a motor vehicle
- I certify that the information on this application is true
- I consent to the issuance of a license to the above named applicant

Signature of Parent or Guardian _____

Evaluation and Research Data

BACK

APPENDIX H

PERIODIC DRIVER REEXAMINATION PROGRAMS

A. Requirements

The Driver Licensing Standard requires that:

"each driver be reexamined at an interval not to exceed four years, for at least visual acuity and knowledge of rules of the road."

A reexamination program should be designed to:

1. Identify driver deficiencies and limitations.

2. Provide remedial procedures or methodologies for handling applicants with driver deficiencies and limitations.

3. Provide methods for terminating the driving privileges of those who are unfit or unwilling to meet safe driving standards.

4. Provide remedial procedures for improving driver performance by refreshing the driver's knowledge and educating him to areas unknown or new to him.

B. Implementation

1. Legislative Phase

In most cases some legislative action will probably have to be taken on various subjects in order to initiate and maintain a statewide reexamination program. The following provision of the Uniform Vehicle Code (UVC) may be useful in preparing the necessary legislative package.

a. Basic Authority

The Uniform Vehicle Code, Chapter 6, paragraph 6-115(b) provides:

The department shall require every person applying for renewal of a driver's license to take and successfully pass a test of his eyesight and knowledge of the

traffic laws of this State. The department may require any applicant to take and successfully pass such additional tests as the department may find reasonably necessary to determine his qualification according to the type or general class of license applied for and such information may include any or all of the other tests required or authorized upon original application by section (1) .*

b. Remedial Measures

Other code areas which may have to be considered are:

- "Restricted License" (Chapter 6, paragraph 113, UVC)
- "Medical Advisory Board" (Chapter 6, paragraph 118, UVC)
- "Authority of Department to Cancel Licenses" (Chapter 6, paragraph 201, UVC)
- "Department May Require Reexamination" (Chapter 6, paragraph 207, UVC)

2. Pre-operation Phase

Before making the reexamination program operable, the following factors should be considered.

---

(1) Refer to that section of the vehicle code dealing with the examining of new applicants, e.g., section 6-110, UVC.

*Depending on the duration of licenses in the enacting State under subsection (a), subsection (b) might be modified accordingly. For instance, where licenses must be renewed every two years, a State enacting subsection (b) may wish to modify the first sentence by requiring vision and rules of the road tests every four years; e.g., on every second renewal. In such instances, however, the department should be granted discretionary authority to require any or all tests every two years by the addition of a third sentence to that effect.

a. Added manpower needs and manpower training requirements.

b. Development of a manpower training program.

c. Data processing requirements and administrative procedures.

d. Physical facilities and exam center requirements.

e. Public information requirements and programs.

f. Method of performing program evaluation and analysis.

3. Operational Phase

In order to keep the reexamination program functioning consideration will have to be given to the following:

a. Measures to insure upkeep of facilities.

b. Measures to maintain uniform work load.

c. Procedures for assuring adequate program feedback for evaluation purposes.

C. Program Costs

In implementing a reexamination program, the greatest impact in terms of cost and effort will occur in the examination station. As a rough estimate the cost per reexamination will be about $2.50 per applicant. This cost is based on one State's experience and the following average figures:

1. Examiner's salary - $9,200 per year.

2. Number of applicants per station per year - 40,000.

3. Single station (approximately 2,400 sq. ft.) yearly operational cost - $7,200.

D. Acquiring Public Support

Before any driver reexamination program can be fully successful it must have the support and cooperation of the public. The

nature and the purpose of the program should be clearly set forth and substantiated with facts and sound arguments. It should be pointed out that a reexamination program is designed to save lives by improving the driving proficiency and awareness of all drivers and is not intended as a source of revenue. Statistics showing the rate of deterioration of visual skills among various segments of the driving population can be a persuasive argument. The problem of physical disabilities and infirmities caused by illness, injury, or old age is also of concern in trying to identify and correct driver deficiencies. Vision and other sensory skills may tend to deteriorate at a rapid rate after an individual has reached 35 or 40 years of age.

The experiences of a number of States present good examples of the benefits of a reexamination program. In Pennsylvania, in 1967, 408,392 drivers were reexamined. The results:

- 50 percent were restricted to driving with corrective lenses.
- 6,500 had licenses suspended for unfitness.
- 5,143 voluntarily surrendered their licenses.
- 1,568 had licenses limited to daylight driving.

In New York visual ability is tested every four years as part of their reexamination program.

A study of this program by the State indicates that 22% of all drivers tested failed initially to pass the vision test. New York requires applicants to demonstrate 20/40 or better vision in either or both eyes, with or without correction, in order to renew a license.

In Massachusetts, a similar study involving the testing of 11,400 drivers showed a failure rate of 23% based on the same criteria as New York.

In order to communicate the facts and arguments for reexamination to the public, a number of programs and modes of advertising should be incorporated. Newspaper, radio, and television advertising would reach many people. Printed matter such as brochures could be made available through

distribution points or mailings. The State and municipalities could co-sponsor or sponsor films, lectures, programs, and open hearings. Private corporations, the State Council, and school systems could cooperate with local and State government to make these communicative efforts more effective.

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APPENDIX I

DRIVER LICENSE RECORDS

I. PURPOSE OF GUIDELINE

This Appendix details that part of the program manual dealing with driver information systems. The following aspects of the driver license records and the initial application are outlined and discussed.

A. Developmental Procedure

B. Content Requirements

C. Retention Requirements

D. Information Acquisition Methods

II. AIM OF GUIDELINE

Implementation of this guideline should accomplish the following results:

A. Better data synthesis flexibility for discussion making and program analysis.

B. Better information interfacing with other traffic safety program components.

C. Reduced administrative costs.

D. Better information flow among the States.

E. Wider acceptance by and better convenience for the transient, interstate population.

III. GUIDELINE FORMULATION CRITERIA

In forming this guideline consideration has been given to the following:

A. Driver license file study by Research Triangle Institute.*

B. Kinds of data presently being collected by the States.

C. Information available in published literature.

D. Advice of experts.

E. Future needs of the highway traffic safety program.

IV. RECORD COMPONENTS

For each individual the basic components representing the record system consist of the:

A. Application and other applicant supplied information.

B. Non-applicant acquired information (e.g., Medical Advisory Board, investigations, conviction reports, etc.).

C. License document.

V. DOCUMENTATION REQUIREMENTS

For each applicant the driver licensing agency should maintain a record which documents the following information:

A. Driving history.

B. Medical history.

C. Identification information.

D. Limitations on driving privileges.

VI. METHODS OF INFORMATION ACQUISITION

The following sources are available to the driver licensing agency for the acquisition of driver related information:

*D. C. Jones and B. A. Moser, Analysis of Information to be Included in Driver License File. Report FR-OU-472-1. Research Triangle Park, N.C.: Research Triangle Institute, June 1970.

A. National Driver Register.

B. Issuing State's driver records.

C. Driver records of State in which applicant has previously been licensed.

D. The application.

VII. RETENTION AND RETRIEVAL

The keeping of driver records is a major function of the driver licensing agency. Exhibit 1 indicates driver license information retention standards.

The object of any driver licensing record system is to efficiently and economically provide timely, accurate information to authorized agencies for regulatory operations, planning, research, and evaluations. With increased size of the driving population, the increased demands for information, and increased need for quick file updating and information retrieval, some type of automated driver record system (computerized file) is required. Commonly needed information (e.g., identification, license status, etc.) should be kept in this file.

In addition to the computerized file, a separately maintained confidential file (which could also be computerized) should be kept for sensitive information such as medical records and alcohol problem drivers.

As a backup measure, a source document file should be maintained in the form of hardcopy, microfilm, microfiche, etc. for retention of information which does not have to be on the computerized file, and for source and authentication verification of the computerized information.

Retrievability of information should be rapid, based on the type of information, its use and need. Therefore, rapid may mean seconds for information needed by police in the field, whereas days may be acceptable for information to Medical Advisory Boards.

VIII. DRIVER HISTORY REQUIREMENTS

A. Record Contents

The applicant's driving history will indicate all:

EXHIBIT 1

SUMMARY OF INFORMATION TO BE OBTAINED, AND PLACE AND LENGTH OF RETENTION

Information to be Obtained	Source of Information	Place of Retention	Length of Retention
Driver improvement action	NDR* Applicant ADLF	ADLF** Restriction on driver license also	Until pre-established purge date has been exceeded
Driver improvement action termination date	NDR Applicant ADLF	ADLF	Until pre-established purge date has been exceeded
Types and dates of convictions	Applicant ADLF	ADLF	Until pre-established purge date has been exceeded
Pertinent medical conditions	Applicant, Physician, Public, NDR, and Institutions	Special confidential file	Record life***
Applicant's name	Applicant Birth certificate	ADLF and driver license	Record life — update as necessary
Social security number	Applicant's social security card	ADLF	Record life

*National Driver Register.
**Automated Driver License File of State of application.
***Record Life — The Record Life is the length of time that a driver record is active plus any subsequent inactive period that the record may be retained for purposes of legality, enforcement, or agency policy.

EXHIBIT 1 Cont'd.

Information to be Obtained	Source of Information	Place of Retention	Length of Retention
Sex, height, eye color	Applicant and examiner	ADLF and driver license	Record life — height updated until maximum height reached
Date of birth	Applicant Birth certificate	ADLF and driver license	Record life
Type of license	Licensing agency	ADLF and driver license	Record life — update as necessary
Street address	Applicant	ADLF and driver license	Record life — update
Mailing address	Applicant	ADLF	Record life — update as necessary
Applicant's signature	Applicant	Driver license and source document file	Renewed when legally necessary
False information clause		Source document file	Until superseded
License expiration date	Licensing agency	ADLF and driver license	Record life — update each license renewal
Driver license approval	Licensing official	Driver license	Record life — update as necessary with each license renewal
Minor sponsor		Source document file	Until driver becomes an adult
Driver license number	Licensing agency	ADLF and driver license	Record life

1. Motor vehicle related convictions.

2. Accident involvement.

3. License suspensions, revocations, cancellations, and denials.

4. Special driving limitations, modifications, or conditions.

5. Outstanding valid licenses.

Each record entry shall indicate the following:

1. Effective date of action.

2. Type, scope, and nature of action.

3. All dates of changes or modifications.

4. Type, scope, and nature of change or modification.

5. Date of termination.

B. Acquisition Procedures

The maintenance of a driver history record depends principally on the availability of an effective reporting system which will enable new driver information to be continuously input into the history file.

The driver licensing agency should obtain information from the following sources when first starting to develop an individual's history file:

1. A comprehensive initial application.

2. Abstracts from States where applicant has previously held licenses.

3. The National Driver Register.

C. Discussion and Rationale

Sound driver improvement actions require a complete analysis of an individual's driving history. The more complete the

basic record is the greater the possibility that effective remedial action can be implemented.

It is desirable that an individual's total driving history be kept in one place (a procedure augmented by the one license concept). This procedure will stop the practice of spreading convictions and actions over more than one record and thus decrease the possibility of a person avoiding driver improvement action.

IX. MEDICAL HISTORY REQUIREMENTS

A. Record Contents

The medical history records should indicate all of the individual's driving related medical factors. The record should indicate any of the following:

1. Loss of consciousness
2. Cardiovascular disease
3. Alcoholism, problem drinking
4. Conditions affecting coordination and mobility
5. Diabetes
6. Vision

B. Acquisition Procedures

Information for inclusion in a driver's medical history should be obtained from the following sources:

1. Applicant — The applicant shall be asked about all medical impairments listed previously except mental retardation and conditions affecting coordination and mobility.
2. Licensing Examiner — The applicant's vision shall be tested. Knowledge and road tests shall be sufficiently difficult so persons with insufficient knowledge and understanding will have a low probability of passing. Examiners should be alert to detecting and identifying disabilities at all phases of the examiner-applicant contact.

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The examiner should be knowledgeable of specific disabilities most likely to be detected and criteria for further testing or investigation when warranted.

3. Institutions — Information for identifying the medically impaired applicants shall be obtained from institutions treating epileptics, alcoholics and problem drinkers, the mentally ill, and the blind.

4. Public — Information shall be obtained from the public on applicants with any of the pertinent medical conditions. Safeguards shall be established to prevent unnecessary harassment of the applicant and protect privacy.

5. Physicians — Physicians shall be requested to report to driver licensing agencies those patients who refuse to heed warnings against driving with hazardous medical conditions.

6. Medical Advisory Board — Potential medically disabled applicants should be reviewed by driver license review boards.

C. Discussion and Rationale

Color blindness and deafness (two medical impairments tested by many States) are considered to be important criteria for determining a person's license ability; in fact, persons with these disabilities are not considered to be any more of a driving hazard than persons without these disabilities.

Identifying the individuals with medical impairments for driver lecensing purposes may conflict with medical or legal practices. Asking the applicant about his medical condition, searching the National Driver Register, or an examiner testing the applicant, do not create conflicting interests.

If all individuals identified as having medical impairments were denied licenses, many competent drivers would be prohibited from driving. Because of the complex nature of the many impairments, it is recommended that a medical advisory board be established in all States to review referred medical cases to determine their driving limitations.

X. IDENTIFICATION INFORMATION

A. Record Contents

Each driver record should contain the following identification information:

1. Applicant's name, social security number, date of birth, sex, height, eye color, and place of birth.

2. A unique driver license number shall be assigned to each applicant (this may be the social security number).

B. Acquisition Methods

Basic identification should be obtained by the following methods:

1. Directly from the applicant, through the use of an application, or other similar document.

2. Driver license number should be assigned by agency.

XI. LIMITATIONS ON DRIVING PRIVILEGES

A. Record Contents

Each driver record shall contain and document the following:

1. Type and class of vehicles which licensee is permitted to operate.

2. Use, time, and geographic area restriction attached to the licensee's privileges.

3. Special equipment or driving aid requirements.

4. Special certificates required.

5. Expiration date.

B. Acquisition Methods

Information concerning limitations is obtained during the course of an examination or by legal requirement. This information is obtained from the license examiner, driver analyst, and the Medical Advisory Board.

APPENDIX J

IMPROVING THE ENFORCEMENT OF DRIVER LICENSE DENIALS

A. GENERAL

For the purpose of this prgram the term "denial" includes suspensions, revocations, and cancellations. This program deals with improving the enforcement of driver license actions. For effective enforcement it is necessary to develop and combine such activities as:

1. Functional management principles.
2. Enforcement of mandatory statutes.
3. Integration of communications and record systems with criminal information systems.
4. Special handling provisions.
5. Improved surveillance methods.
6. Improved data retrieval systems.
7. Improved court procedures.

One of the greatest deficiencies in today's license denial enforcement system is the lack of systemization and coordination management. Different agencies have both different and concurrent responsibilities for denial administration policy and enforcement. Yet, there is often a lack of commonality of goals, interchange of information, and coordination of effort among these agencies. To effectively enforce denial action, improved agency and cross-agency procedures and methodologies will have to be designed and implemented.

Denial violations are deliberate acts, and they will be deterred only when there is a high chance of apprehension and a predictable and practical punishment. Therefore, unless a total system approach is taken, denial enforcement will remain fragmented and ineffective.

B. PROGRAM CONSIDERATIONS

As an aid in developing a comprehensive enforcement program, the following checklist of points to consider is presented in the form of a series of questions. Evaluating the answers to these questions can assist agencies in the formulation of a plan of work in denial management and enforcement.

1. Is there a recognized State or community policy on the use and enforcement of denials? Are its goals specified, communicated, understood and accepted?

2. Have the State and local conditions, statutes, ordinances, priorities, and practices been reviewed for visibility, explicitness, and consistency with respect to the denial policy?

3. Have statutes, ordinances, and procedures been reviewed to assure that the grounds for denial are consistent with policy objectives?

4. Is there a consistent conception and understanding of the seriousness of the denial violation?

5. Is there a quantitative basis for estimation of risk, and of the effectiveness of programs to control it? (Population at risk, licenses in force, denials in force, incidence of driving while intoxicated, incidence of driving under suspension, fatal and nonfatal injury accidents [total and per vehicle mile] by jurisdiction, DWI versus DUS, fault assignment traffic contacts, arrest, charges, convictions for DUS, DWI.)

6. Is there a statewide or communitywide denial management and enforcement plan with specified denial violation control objectives?

7. Are the actions to be taken by each of the participating agencies identified, understood, and agreed to?

8. Is there a statewide or community denial management and enforcement system by which activities are coordinated on the basis of common factual information? Is the responsibility for operating the management information system specified?

9. Are there statewide or communitywide interagency agreements which define roles, missions, responsibilities, and authority in denial management and enforcement?

10. Have jurisdictional boundaries and responsibility with regard to drivers of functional agencies been reviewed? If gaps and overlaps were found, has corrective action been taken?

11. Have all competing responsibilities, conflicting priorities, and resource shortfalls been identified? Have steps been taken to resolve conflicts, remove ambiguities, rank priorities, and match resources with mission requirements? Have conflicting fiscal incentives been identified and resolved?

12. Is there a process for evaluating the work of each of the agencies that participate in the denial management and enforcement system? Are the results publicized?

13. Is there a periodic report on denial violators at fault in fatal and nonfatal injury accidents?

14. Is there a statewide or communitywide records, files, and communications system which supports the desired level of driver license denial policing? Is its responsiveness evaluated?

15. Is the communications system integrated with the criminal information system? Are the files accessible by registration, license, or name? Is there a special "hot" file of denied drivers?

16. Are vehicle and driver records flagged and linked to support special files for denied operators? Are records updated with information about driver-vehicle combinations for accident reports, traffic citations, and contact inquiries?

17. Is records utilization reported? Evaluated?

18. Have all opportunities to support the policing and enforcement of denials been inventoried? Are they utilized?

19. Are there working agreements with agencies whose support is required? Are they given a rapid access license checking capability? Is it utilized?

20. Is approval of driver license authority required before a denied driver can register a motor vehicle or renew a registration?

21. Is a review with DMV required for an owner to renew the registration of a vehicle that has been used in a serious traffic offense?

22. Are registration forms explicit with regard to penalties against vehicles or owners resulting from denial violations?

23. Does the registration and responsibility for commercial vehicles provide incentives for owners to verify the validity of the license of drivers?

24. Are driver licenses checked at all vehicle inspections? Have the inspection authorities been given the capability to verify the status of the license? Are there procedures and agreements to take enforcement action when denial violations are detected?

25. Is there a uniform policy and procedure on checking the status of drivers contacted in traffic?

26. Is the volume of driver license checking per 1,000 drivers per year known? Is there a planned level? Is it achieved? Evaluated?

27. Is performance in checking licenses measured? Have conflicting career incentives been identified and resolved?

28. Is there an active denial surveillance policy, plan, and procedure? Are local concentrations of probable license denial violations known? Are they patrolled?

29. Do apprehensive procedures for DWI require checking of driver license status and reporting of results?

30. Is there an explicit procedure for checking out-of-state drivers? Can the communications and records system identify out-of-state denial violators? Are denial violations covered by compact?

31. Are there uniform procedures for identifying out-of-state license violations? Are these procedures taught in police courses?

32. Is driver license denial policing and enforcement an identifiable police curriculum item? Are the instruction material and tests consistent with State or community policy? Are violator recognition skills taught?

33. Do citations or citation reports identify whether the driver record was checked at the time of citation?

34. Is there a procedure for checking the status of drivers cited for moving violations who were not checked in traffic?

35. Is there a procedure for follow-up enforcement action? Is it consistent?

36. Are citations for moving violations amended to include denial violations when they are discovered after citation but before adjudication?

37. Is there a policy, law, and procedure concerning sanctions against vehicles or registrations of drivers apprehended while violating a denial? Has it been evaluated? Should the policy, law, or procedure be revised? Has corrective action been taken?

38. Are licenses confiscated if discovered to be invalid, stolen, or revoked?

39. Are there special procedures for arrest of habitual violators?

40. Can court preferences negatively influence otherwise correct police performance? Have steps been taken to resolve conflicts?

41. Are courts evaluated for enforcement of statutory penalties? Is there a policy on appeal or review of decisions that do not reflect statutory requirements?

42. Is the rate of recidivism in high-risk offenses known? Are contributing factors analyzed?

43. Is there a rehabilitation or other corrective program? Is it evaluated?

44. Are there incidences of additional violations by drivers awaiting trial?

45. Is planned policing activity and expected caseload communicated to the court? Are the court's comments taken into account in implementing citation plans? Have court delays been measured and evaluated?

46. Are there case disposition reports by courts? Do the reports identify charge and conviction in denial violations (and DWI)?

47. Have policies and procedures been initiated to expedite and relieve traffic court caseloads? Evaluated?

48. Is the approval of the driver licensing authority, police, or court required before a driver, who is awaiting trial for a denial violation, can register a vehicle?

49. Is there a program by driver license personnel to keep enforcement and judicial officers informed about driver action problems, which includes periodic field calls and briefings?

APPENDIX K

HIGHWAY TRAFFIC SAFETY TRAINING CURRICULUM MATERIALS

Publications are available from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402. Ordering is effected through use of stock numbers and prices listed below.

Driver License Examiner (FH-11-7537)

An 80-hour entry level training course consisting of a Course Guide (5003-0047, $0.70), Instructor's Lesson Plans (5003-0049, $2.50), and a Student Study Guide (5003-0048, $1.00). Total set cost is $4.20.

Driver Improvement Analyst (DOT-HS-099-2-474)

A 76-hour course consisting of a Course Guide (5003-00-137, $0.55), Instructor's Lesson Plan (5003-00-136, $3.50), and a Student Study Guide (5003-00-138, $2.10). Total set cost is $6.15.

Driver License Examiner — Supervision (DOT-HS-100-2-391)

A course designed to assist the supervisor in directing personnel in carrying out examiner functions consisting of a Course Guide (5003-00141, $0.80), Instructor's Lesson Plans (5003-00142, $2.60), and a Student Study Guide (5003-00140, $1.95). Total set cost is $5.35.

Developing Curriculum Materials for School Bus Operators and Conducting a Pilot Training Program (DOT-HS-339-3-652)

A five-part training program for new and experienced school bus operators consisting of a Course Guide (5003-00-158; $0.95), a Student Study Guide (Core Unit: 5003-00-162, $3.75 and Advanced Unit: 5003-00-161, $4.45), and an Instructor's Lesson Plan (Core Unit: 5003-00-160, $2.45 and Advanced Unit: 5003-00-163, $4.45). Total set cost is $16.05.

Developing Curriculum Materials for a Basic Course in Highway Traffic Records (DOT-HS-134-2-498)

Based on the NHTSA developed two volume, eight section Design Manual for Highway Traffic Records, this three-part curriculum

materials set consists of a Course Guide (5003-00-167, $0.85), a Student Study Guide (5003-00-168, $1.55), and an Instructor's Lesson Plan (5003-00-166, $2.80). Total set cost is $5.20.

APPENDIX L

RECIPIENTS OF AID TO THE BLIND

I. FEDERAL STANDARD REQUIREMENTS

Highway Safety Program Standard 4.4.5 - Driver Licensing - provides that a State program shall provide, as a minimum, that:

"there is a procedure which will keep the driver license agency informed of all licensed drivers who are currently applying for or receiving any type of tax, welfare, or other benefits or exemptions for the blind or nearly blind."

Considerable discussion has been generated over this provision. The following material is presented as an aid to implementing this requirement.

II. SOCIAL SECURITY ACT

Prior to being amended, Section 10002(a)(9) of the United States Social Security Act (relating to aid to the blind) required in part that each State must "provide safeguards which restrict the use or disclosure of information concerning applicants and recipients to purposes directly connected with the administration of aid to the blind." As stated, this provision effectively prevents any State driver licensing agency from obtaining the information to which reference is made in the Driving Licensing Standard 4.4.5. In 1951 the Social Security Act was amended (the Jenner Amendment) to authorize a State to provide, by legislation, for public access to the records of payments, but only if such State legislation prohibits "the use of any list or names obtained through such access to such records for commercial or political purposes." By taking appropriate action, a State could obtain social security information on the blind for driver licensing purposes.

III. STATE IMPLEMENTATION

One State, during 1968, took advantage of the Jenner Amendment by enacting certain amendments to their social welfare provisions. The Act requires any governmental agency within the State administering benefits to the blind or nearly blind to report the names of such people to the Registry of Motor Vehicles (driver licensing agency), which in turn shall refer the matter to the

Medical Advisory Board for an opinion as to the ability of the licensee to drive safely on the highway. The Act also specified that the reports shall be confidential.

Information supplied in part by the United States Department of Health, Education, and Welfare indicates that thirty-four States have taken advantage of this provision in some manner. The driver licensing agencies in these States should be able to arrange to secure access to the names and thereby this provision of the Driver Licensing Standard.

IV. INTERAGENCY COORDINATION

A. Need

A key element of the total highway traffic safety system is driver licensing, which in turn is just one aspect of that part of the system dealing with driver behavior or control. Driver licensing will therefore not be beneficial unless it is operated in harmony with such other aspects as Driver Education, Law Enforcement, and Adjudication (courts).

The implementation of driver license related countermeasures usually necessitate the involvement of other agencies in co-operation with the driver licensing agency. Therefore, it is important that methodologies be developed to coordinate all interested agencies during the implementation and operation of joint-interest countermeasures.

B. Suggestions

The driver licensing agency should develop a working relationship with those States and local agencies which are involved in the driver control aspect of traffic safety and which are needed for the effective operation of driver control countermeasures. This working relationship should strive:

1. To coordinate planning, development, implementation, operation and evaluation of programs and countermeasures.

2. To provide the necessary management systems and agency interfacing principles necessary to operate interagency countermeasures.

3. To provide the methodologies required to enable the various operating agencies to have compatible goals and objectives.

V. MEDICAL ADVISORY BOARDS

A. Comment on Purpose

The primary function of the Medical Advisory Board is not to remove drivers from the road. On the contrary, it is to help individuals retain their driving privileges by compensating for their disabilities. By using the expertise of these boards it will be easier for Driver License Administrators to grant driving privileges commensurate with driving ability while taking into account driver need; thus benefiting both society and the individual.

B. Membership

Current information indicates that Medical Advisory Boards are operating effectively and are proving to be of significant value to licensing officials. However, a problem appears to be occurring in some States concerning the professional staffing of these boards. Some professions and/or disciplines, capable of making an important contribution to the development of driver examining criteria, have been excluded.

Board membership should consist of licensed physicians (including physicians, specialty-board-qualified in internal medicine, psychiatry, neurology, physical medicine, and ophthalmology) and optometrists.

Additionally, a number of States with active Medical Advisory Boards have found it to be most advantageous to have legal counsel available to the board. The attorney, in a State which provides the board with legal assistance, is usually a member of the Attorney General's staff or is recommended by the State Bar Association.

Driver Licensing or Medical Advisory Boards can make an important contribution to highway safety. It is imperative that steps are taken to assure that operational and/or political problems do not prevent the implementation and full utilization of Medical Advisory Boards. The professions and disciplines identified above can enhance a board's contribution

to highway safety and all these disciplines should be encouraged to participate. Driver Licensing Advisory Boards should not be structured either legislatively or administratively in such a manner that they inadvertently exclude essential disciplines such as optometrists, attorneys, etc., from participating.

C. Formulating Guidelines and Criteria

Medical Advisory Boards can be of significant value to licensing officials in the area of developing examination criteria and procedures related to physical (including visual) and mental factors. As a starting reference in this area, board members and licensing officials should consult "Driver Licensing Guidelines for Medical Advisory Boards" published by the U. S. Department of Health, Education, and Welfare, Appendix C, 12.

D. Program Information Reporting

This section presents an example form which can be used by States to transmit information about their Medical Advisory Board. The sample form is shown in Exhibit 1.

EXHIBIT 1

DEPARTMENT OF TRANSPORTATION NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION	Reporting State
DRIVER LICENSING ADVISORY BOARD INFORMATION REPORT	Reporting Period

A. AUTHORITY AND STRUCTURE	
1. Is the Advisory Board authorized by law ☐, Administrative Rule ☐, or Other ☐. Explain.	
2. a. How many members are required? b. What is their term of office?	3. How many members does the Board consist of?
4. What disciplines are required to be represented?	
5. What disciplines are represented?	
6. If not a member, is legal counsel available to the Board? ☐ Yes ☐ No	
7. From where does he come?	8. Does he participate in each meeting? ☐ Yes ☐ No
B. ADMINISTRATION	
9. What State agency oversees the Advisory Board?	
10. What is the name, title, and address of the State official with principal responsibility for providing administrative support and coordination for the Board?	
11. Name, title, and address of chairman.	
12. Are members compensated? ☐ Yes ☐ No If yes, how much?	
13. How frequently does the Board meet?	14. Who can call the Board?
15. Can the Board take action against a person's driving privleges? ☐ Yes ☐ No	
C. ALCOHOL PROBLEMS	
16. Does the Advisory Board consider alcohol cases ☐ Yes ☐ No. How many per year?	
17. Does the Board diagnose acute alcoholism for purposes of license revocation or limitations? ☐ Yes ☐ No. What are the Board's criteria? Attach description.	
D. INFORMATION REQUIREMENTS	
18. Are there reporting systems requiring reports to the Board from: private physicians ☐ Yes ☐ No, medical facilities ☐ Yes ☐ No, mental health facilities ☐ Yes ☐ No.	
19. a. Are these reporting systems required by ☐ law, ☐ administrative rule. b. Is there substantial compliance? ☐ Yes ☐ No.	
20. Is medical information, findings, and results of medical tests and diagnoses kept confidential ☐ Yes ☐ No; transmitted to the motor vehicle administrator ☐ Yes ☐ No; or made part of the driver's record ☐ Yes ☐ No.	
21. Are final actions taken by the Board kept confidential? ☐ Yes ☐ No	

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E. STATISTICAL DATA

22. Please provide the following caseload information:

Reason For MAB Opinion (Illness Or Condition)	Cases		Reason For MAB Opinion (Illness Or Condition)	Cases	
	Number	% Of Total		Number	% Of Total
a. Diabetes			h. Hearing		
b. Orthopedic			i. Geriatic		
c. Cardiac/Vascular			j. Loss Of Consciousness		
d. Neurological			k. Drug Misuse		
e. Mental			l. Alcohol Misuse		
f. Respiratory			m. Medication		
g. Visual			n. Other Medical		
Grand Total a Through n					

23. Comments.

APPENDIX M

DRIVER LICENSING PROGRAM REPORT

I. INTRODUCTION

This chapter provides instructions for preparation of a Driver Licensing Program Report. The instructions include definitions of terms, detailed guidance for completion of a draft report form, and references to other reports which contain related data. A sample report form is included at the end of this section as Exhibit 1.

II. INSTRUCTIONS FOR COMPLETING REPORT FORM

Program Administration

Item 1. Name State agency which has been assigned and has assumed responsibility for this program.

Item 2. Name individual within the State agency designated to administer this program.

Original License Information

Item 3. List type or class and provide number for each category.

Item 4. Self-explanatory.

Item 5. Self-explanatory.

Item 6. Enter total number in appropriate box. If frequency of examination varies by age, explain under comments. Use the following formula for obtaining failure rate.

a. $\text{Visual acuity failure rate} = \frac{\text{Number failing visual acuity test}}{\text{Number taking visual acuity test}} \times 100$

b. $\text{Rules of the road failure rate} = \frac{\text{Number failing rules of the road test}}{\text{Number taking rules of the road test}} \times 100$

Driving Improvement Program

Item 7. Self-explanatory.

Item 8. Enter numbers and percentage in the table by classification of cases acted upon by the Medical Advisory Board.

Records System

Item 9. Check appropriate column for items 9a through 9o. Enter additional major data elements if not shown on form and check appropriate column.

Item 10. Refers to an on-line system for retrieval purposes only.

Item 11. Enter average time covering reporting period if State has one common retrieval system for law enforcement and one for courts. If retrieval system combines electronic and other methods, enter average time by each method for each category. Use item 12 if necessary.

Item 12. Use this space to describe or explain any of the above items.

Items 13 and 14. Enter signature, name, and title of person responsible for completing form.

III. REFERENCES

Other draft reports which if used may contain related information are listed below. Information concerning these reports can be found in Highway Safety Program Manual, draft Volume 105, in the chapters indicated.

A. Chapter VIII, Motorcycle Safety Program Report.

B. Chapter XII, Traffic Courts Program Report.

C. Chapter XV, Traffic Records Program Report.

D. Chapter XX, Police Traffic Services Program Report.

EXHIBIT 1

DEPARTMENT OF TRANSPORTATION NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION	Reporting State
PROGRAM INFORMATION REPORTING SYSTEM Driver Licensing Program Report	Reporting Period

PROGRAM ADMINISTRATION

1. Name Of State Agency Responsible For Program.

2. Name And Title Of State Official In Charge Of Program.

ORIGINAL LICENSE INFORMATION

3. Class Or Type Of Driver License Issued By State And The Number Of Each Type In Effect.

a.	e.
b.	f.
c.	g.
d.	h.

4. Must Applicant Demonstrate Ability To Operate The Specific Type Of Vehicle For Which He Is Applying To Be Licensed?	Yes	No

5. Indicate Number Passing/Failing In Each Test Category:

Item	Vision	Other Physical Or Mental	Signs	Rules Of The Road	Driving Skill	Other	Total
a. Pass							
b. Fail							

6. How Often Is Reexamination Required For:

a. Visual Acuity (Yrs.)	b. Failure Rate (%)	c. Rules Of The Road (Yrs.)	d. Failure Rate (%)

DRIVER IMPROVEMENT PROGRAM

7. Give Total Number Of Driver Improvement Actions Taken In The Following Categories:	Number
a. Advisory/Warning Letters Issued	
b. Personal Interviews Conducted	
c. Assignments To Driver Improvement Schools	
d. Probations Imposed	
e. Restrictions Imposed	
f. Financial Responsibility Suspensions Or Revocations Imposed	
g. All Other Suspensions Or Revocations Imposed	
h. Results Of Appeal Actions:	
(1) Actions Upheld	
(2) Actions Modified	
(3) Licenses Restored	

8. If Driver Licensing Agency Has A Medical Advisory Board To Advise On Medical Criteria And Vision Standards, Complete The Following Table:

Reason For MAB Opinion (Illness Or Condition)	Cases		Reason For MAB Opinion (Illness Or Condition)	Cases	
	Number	% Of Total		Number	% Of Total
a. Diabetes			h. Hearing		
b. Orthopedic			i. Geriatic		
c. Cardiac/Vascular			j. Loss Of Consciousness		
d. Neurological			k. Drug Misuse		
e. Mental			l. Alcohol Misuse		
f. Respiratory			m. Medication		
g. Visual			n. Other Medical		
Grand Total a Through n					

RECORDS SYSTEM

9. Indicate On The Following Chart The Major Information Filed On The Individual Driver In The Master Or Central Driving Record:

Data Element	In File Yes	In File No	Data Element	In File Yes	In File No
a. Date Of Birth			k. Accident Involvement		
b. Place Of Birth			l. Warning Letters		
c. Social Security Number			m. Restrictions Or Limitations		
d. Sex			n. Suspensions And Revocations		
e. Address			o. Interview And Hearing Reports		
f. Type Or Category Of License			p.		
g. Test Scores			q.		
h. Date Of Issuance			r.		
i. Driver Education			s.		
j. Abstracts Of Convictions			t.		

10. Is The Above Information Available From An On-Line Computer File?

If Yes,

a. Number Of Remote Terminals On System	Number
b. Percent Of Law Enforcement Jurisdictions Served	Percent
c. Percent Of Courts Served	Percent

11. What Is The Average Time Required To Check The Validity Of A Drivers License?

a. By An Officer In The Field	
b. By Court Officials	

12. Comments

13. Signature Of Responsible Official	14. Typed Name And Title	15. Date

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